DOCUMENT RESUME

ED 041 468 95 EM 008 156

TITLE	Florida Post-High-School Education: A Comprehensive Plan for the 70's.
INSTITUTION	Florida Select Council on Post High School Education, Tallahassee.
SPONS AGENCY	National Center for Educational Research and Development (DHEW/OE), Washington, D.C. Division of Higher Education Research.
PUB DATE	Mar 70
NOTE	92p.; Report presented to the Florida State Legislature (March 1970)
EDRS PRICE	EDRS Price MF-$0.50 HC-$4.70
DESCRIPTORS	Higher Education, *Post Secondary Education, State Programs, State Schools, Technical Education, Vocational Education
IDENTIFIERS	Florida

ABSTRACT

The report deals first with the status of comprehensive educational planning for post high school education in Florida, with the development of organizational structures for administration of educational programs beyond high school, with the quantitative aspects of enrollment and financing, with the general problem of long-range planning and baseline quantitative projections concerning enrollments and financing. Institutional capacities and space requirements are described. The state of graduate, professional, and undergraduate collegiate education, and vocational and technical education is surveyed. The special problems of Negroes and needy students are discussed. The report projects the financial situation of the Florida post high school education program for the 1970's. Supplementary information is contained in the appendices. (JY)

ED041468

FLORIDA POST-HIGH-SCHOOL EDUCATION

A COMPREHENSIVE PLAN FOR THE 70's

EM 008 156

A REPORT TO THE LEGISLATURE BY THE SELECT COUNCIL ON POST-HIGH-SCHOOL EDUCATION

ED041468

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

FLORIDA POST-HIGH-SCHOOL EDUCATION: A COMPREHENSIVE PLAN FOR THE 70's

A REPORT ON PUBLIC AND INDEPENDENT
POST–HIGH–SCHOOL EDUCATION
IN FLORIDA

to

THE FLORIDA LEGISLATURE

SELECT COUNCIL ON POST-HIGH-SCHOOL EDUCATION

Tallahassee, Florida

March, 1970

ED 071428

This publication, as well as all other activities of the Select Council on Post-High-School Education, is made possible by the Federal Higher Education Comprehensive Facilities Planning Grant program administered by the Florida State Commission for Title I, Higher Education Facilities Act, 1963.

SELECT COUNCIL ON POST-HIGH-SCHOOL EDUCATION

Membership

Reubin O'D. Askew ..... Senate
President Pro Tempore, Florida Senate

Wilbur H. Boyd ..... Senate
Senator, 31st District, Palmetto

Floyd T. Christian ..... Commissioner of Education
Ex Officio, Tallahassee

Walter H. Clausen ..... State Advisory Council on Vocational and Technical Education
Honeywell, Inc., St. Petersburg

David M. Delo ..... Citizen-at-Large
President, University of Tampa, Tampa

Henton D. Elmore ..... House of Representatives
Representative, 6th District, Crestview

Chester H. Ferguson ..... Board of Regents
Attorney, Tampa

D. Robert Graham ..... House of Representatives
Representative, 105th District, Miami Lakes

Charles Harris ..... State Advisory Council on Vocational and Technical Education
President, Florida AFL-CIO, Miami

Fred B. Hartnett ..... State Junior College Council
Hartnett, Inc., Coral Gables

Fred H. Kent ..... State Junior College Council
Attorney, Jacksonville

D. Burke Kibler, III ..... Board of Regents
Attorney, Lakeland

James F. Moore ..... Citizen-at-Large
Certified Public Accountant, Gainesville

Richard V. Moore ..... Citizen-at-Large
President, Bethune-Cookman College, Daytona Beach

Charles E. Perry ..... Citizen-at-Large
President, Florida International University, Miami

SELECT COUNCIL ON POST-HIGH-SCHOOL EDUCATION

Staff

W. Robert Halstead ..... Project Director

Dr. James A. Carter, III ..... Assistant Project Director

Sam R. Welty ..... Graduate Assistant

Consultants

Dr. Doak S. Campbell ..... General Consultant

Dr. James I. Doi ..... Special Consultant

Editorial Committee of the Council

Reubin O'D. Askew

Walter H. Clausen

David M. Delo

D. Robert Graham

Fred B. Hartnett

Charles E. Perry

LETTER OF TRANSMITTAL

The Honorable Claude R. Kirk, Jr., Governor of Florida
and Members of the State Board of Education

The Honorable John E. Mathews, Jr., President
and Members of the Senate

The Honorable Frederick H. Schultz, Speaker
and Members of the House
State Capitol
Tallahassee, Florida

Ladies and Gentlemen:

On behalf of the Select Council on Post-High-School Education, I am transmitting the Council's report on public and independent post-high-school education in Florida. The report, entitled *Florida Post-High-School Education: A Comprehensive Plan for the 70's,* includes the Council's recommendations for legislative and executive action.

Senate Bill 1488, 1969 Regular Session, directed the Council to "prepare and submit to the legislature and to the state board of education at least thirty (30) days prior to the convening of the 1970 session of the legislature, its report and recommendations for coordination and furtherance of all types of education beyond high school." Instructions to the Council provided that "a plan should be developed which is comprehensive in scope and which will provide long range guidance for the needs of the state for education beyond high school."

I believe that this report substantially fulfills the Council's obligations. It is the Council's intent that the report be printed and that it receive the widest possible dissemination.

Respectfully submitted,

D. Robert Graham, Chairman
SELECT COUNCIL ON POST-HIGH-SCHOOL EDUCATION

Reubin O'D. Askew
Floyd T. Christian
David M. Delo
Chester H. Ferguson
Fred B. Hartnett
D. Burke Kibler, III
Richard V. Moore
Wilbur H. Boyd
Walter H. Clausen
Henton D. Elmore
Charles Harris
Fred H. Kent
James F. Moore
Charles E. Perry

FOREWORD

To facilitate the use of this report, a summary of recommendations has been included in the preliminaries to the report. The body of the report is divided into ten chapters followed by a set of appendixes. The first three chapters provide summary information on the status of comprehensive educational planning for post-high-school education in Florida, of the development of organizational structures for the administration of this wide range of educational programs beyond the high school, of the quantitative aspects of enrollment and financing, of the general problem of long-range planning, and of baseline quantitative projections concerning enrollments and financing.

The remaining seven chapters, IV through X, deal with substantive issues as identified by the Council. Following a brief discussion of each issue, the recommendation of the Council concerning that issue is stated. Associated issues and recommendations are grouped into chapters under general group titles.

The thirty-seven recommendations presented in Chapters IV through X are grouped into a Summary of Recommendations beginning on page xiii. All of these recommendations were approved by majority vote of the Council at a regular meeting on February 13, 1970. However, the Honorable Floyd T. Christian, Commissioner of Education, did not concur with the majority view in support of Recommendation 4 concerning the establishment of a state community college board; and the Honorable D. Burke Kibler, III, Chairman of the Board of Regents, did not concur with the majority view in support of Recommendations 6 and 7 concerning the organization of the Department of Education.

Accordingly, a Statement by the Commissioner of Education has been included in this report as Appendix G; and a Statement by the Chairman of the Board of Regents has been included as Appendix H. The statements, in the form of letters to the Chairman of the Council, are in the nature of minority reports limited only to Recommendations 4, 6, and 7.

Many agencies and individuals, in addition to the Council members, staff, and consultants, contributed significantly to the preparation of this report and the supporting documentation which formed the basis for considerations by the Council. Gratitude and appreciation are expressed to these few on behalf of the many: Chancellor Robert B. Mautz of the Board of Regents; his associates, Vice Chancellor Philip F. Ashler, Dr. Glenn A. Goerke, Dr. George Kaludis, Mr. David C. McOuat, and Dr. G. Emerson Tully; Dr. Lee G. Henderson, Director of the Division of Community Colleges; his associates, Mr. T. M. Baker, Mrs. V. W. Christy, and Mr. J. R. Eberly; Dr. Carl W. Proehl, Director of the Division of Vocational Education; his associates, Mr. E. Eikman, Dr. G. W. Neubauer, and Dr. Leon A. Sims; Dr. I. M. Wade and Mrs. M. A. Kohler of the Bureau of Research of the Department of Education; Mr. Robert W. Gilbert, Administrator of Federal Higher Education Programs for the Department of Education; his associate, Mr. Wallace A. Skrove; Mr. W. W. Wharton of the Florida Student Scholarship and Loan Commission; Mr. Carl Blackwell and Dr. Fred Williams of the Division of Planning and Budgeting of the Department of Administration; Mr. David E. Lycan and Mr. Clem Lausberg of the legislative staff of the House of Representatives; Dr. Carter C. Osterbind of the Bureau of Economic and Business Research of the University of Florida; and Mr. Warren Sumner of the Independent Colleges and Universities of Florida, Inc.

TABLE OF CONTENTS

COUNCIL MEMBERSHIP iii

COUNCIL STAFF AND CONSULTANTS iv

LETTER OF TRANSMITTAL v

FOREWORD vii

LIST OF TABLES xiii

LIST OF ILLUSTRATIONS xiv

SUMMARY OF RECOMMENDATIONS xv

Chapter

I. *INTRODUCTION* 1

Long-Range Planning for Public Higher Education in Florida

Select Council on Post-High-School Education

The 1969 Reorganization of the State-Level Educational Structure

Florida's Post-High-School Educational Institutions

II. *FLORIDA POST-HIGH-SCHOOL EDUCATION TODAY* 7

Post-High-School Educational Activities Selected by Florida High School Graduates

Florida Higher Education Enrollments

Enrollments in Florida Public Post-High-School Education

General Revenue for Support of Florida Public Post-High-School Education

III. *THE CHALLENGE OF THE 70'S* 13

Factual Basis for This New Frame of Reference

- Population
- Elementary and secondary enrollment
- Public high school graduates
- Post-high-school enrollments
- Projections of general revenue

Questions of Policy

IV. *EDUCATIONAL SYSTEM PLANNING AND COORDINATION* 17
Comprehensive Educational Planning
Coordination of Public Education
Vocational and technical education
Articulation among community institutions
Community junior colleges
Articulation between state universities and community junior colleges
State universities
Department of Education
Program Planning and Informational Needs
Budgetary program planning
Educational information system
Meeting informational needs
V. *INSTITUTIONAL CAPACITIES AND AREA NEEDS* 24
State Planning Council
Space utilization standards
Planning functions
State University System
Limitations on institutional enrollments
Enrollment guidelines
Meeting area needs
VI. *GRADUATE, PROFESSIONAL, AND UNDERGRADUATE COLLEGIATE EDUCATION* 28
Undergraduate Collegiate Education
Community junior colleges
State universities
Enrollment trends
Lower-division emphasis
Comparable funding
Upper-division state universities
Graduate and Professional Education
Expansion of programs
Allocation of programs
Contract grant programs
VII. *VOCATIONAL AND TECHNICAL EDUCATION* 34
Organization, Programs, and Enrollment
Terminology
Career Counseling
Pre-counseling courses
Career counselors
Scholarships for career counselors
Local coordination of counseling
Proprietary Vocational Schools

VIII. *FLORIDA INDEPENDENT HIGHER EDUCATION* 38

Florida's Independent Institutions of Higher Education
Cooperative Planning and Coordination
Forms of State Aid
Tuition Equalization Grant Program
Management Advisory Services
State Bonding Authority

IX. *EXPANDING EDUCATIONAL OPPORTUNITIES* 41

Post-Secondary Educational Opportunities and the Negro Student in Florida
Post-high-school Negro enrollment
Educational opportunity
Institutional roles and potentials
Community junior colleges and area vocational-technical centers
State universities
Independent colleges and universities
A coordinated approach
Counseling and opportunity
Student Financial Aid
Federal programs
State programs

X. *FINANCING FLORIDA PUBLIC POST-HIGH-SCHOOL EDUCATION* 49

Appendix

A. STATUTORY AUTHORITY FOR COUNCIL 53

B. PUBLIC POST-HIGH-SCHOOL EDUCATIONAL INSTITUTIONS IN FLORIDA 55

C. FLORIDA's INDEPENDENT INSTITUTIONS 58

D. PROJECTIONS OF FLORIDA PUBLIC SCHOOL ENROLLMENTS AND GRADUATES 59

E. PROJECTIONS OF GENERAL REVENUE SUPPORT FOR FLORIDA PUBLIC POST-HIGH-SCHOOL EDUCATION 62

F. SPACE UTILIZATION STANDARDS 64

G. STATEMENT BY COMMISSIONER OF EDUCATION 69

H. STATEMENT BY CHAIRMAN OF BOARD OF REGENTS 70

LIST OF TABLES

Table		Page
1.	Distribution of 1968 graduates of public and private Florida high schools according to type of educational institutions attended	6
2.	Distribution of on-campus students in Florida higher education, by type of educational institution: 1959-60, 1964-65, and 1969-70	8
3.	Fall-term FTE student enrollments by educational sector for Florida public post-high-school education, 1963-64 and 1969-70	10
4.	General revenue support by educational sector for Florida public post-high-school education, 1963-64 and 1969-70	12
5.	Fall-term FTE student enrollments by educational sector for Florida public post-high-school education: actual, 1969-70; projected, 1979-80	14
6.	General revenue support by educational sector for Florida public post-high-school education: actual, 1969-70; projected, 1979-80	16
7.	Fall-term FTE enrollments for general academic programs in community junior colleges; lower-division and upper-division enrollments in the state university system: actual, 1963-64 and 1969-70; projected, 1979-80	29
8.	Fall-term FTE graduate enrollments in the state university system, by beginning-graduate and advanced-graduate categories: actual, 1963-64 and 1969-70; projected, 1979-80	32
9.	Post-high-school FTE student enrollments in occupational education for county-based programs and community junior college programs: actual, 1963-64 and 1969-70; projected, 1979-80	35
10.	Negro students enrolled in post-high-school education in Florida, Fall, 1968	42
11.	Number of recipients of state scholarships and loans and amounts received, 1969-70	48
12.	Projected fall-term FTE enrollments, general revenue support per FTE student, and total general revenue support for post-high-school education in Florida by educational sector, 1979-80	50
13.	Adjusted projected fall-term FTE enrollments, general revenue support per FTE student, and total general revenue support for post-high-school education in Florida by educational sector, 1979-80	52

LIST OF ILLUSTRATIONS

Figure		Page
1.	State of Florida Department of Education	5

SUMMARY OF RECOMMENDATIONS

CHAPTER IV – EDUCATIONAL SYSTEM PLANNING AND COORDINATION

Recommendation 1

The Council recommends the statutory establishment of a State Planning Council for Post-High-School Education:

a) to have a membership composed of eleven (11) members including one (1) person appointed to represent each of the three public components and the independent component of post-high-school education, each person to be appointed by the State Board of Education upon recommendation of the Commissioner of Education following nomination by the component; one (1) representative of each legislative branch, appointed by the presiding officer; four (4) representatives of the public appointed by the State Board of Education upon recommendation of the Commissioner of Education; and the Director of the Division of Planning and Budgeting of the Department of Administration;

b) to be assigned to the Department of Education;

c) to function in an advisory capacity to the Commissioner of Education for purposes of comprehensive post-high-school educational planning, for coordination of comprehensive post-high-school educational planning efforts of central statewide education agencies, and for continuous review and evaluation of the effectiveness of post-high-school educational plans and planning efforts;

d) to be designated as the Advisory Council to the Florida State Commission for Title I of the Higher Education Facilities Act of 1963, as amended, and also to serve in an advisory capacity for other such post-high-school educational programs as may be assigned to it;

e) to be provided with a professional staff and adequate financing for the performance of its function (page 17).

Recommendation 2

The Council recommends that the proposed State Planning Council for Post-High-School Education make the organization of vocational and technical education a priority subject of review, with the focus of this inquiry being the relationship of the organizational pattern to the attainment of vocational and technical education objectives within the context of total post-high-school educational opportunities (page 18).

Recommendation 3

The Council recommends the establishment of local coordinating agencies in each community junior college district having a separate area vocational-technical center. The membership of such agencies should represent both institutional and public interests. Such agencies should be given responsibility for developing recommendations concerning coordination of programs and articulation between such post-high-school institutions within the district, with the recommendations to be submitted to the appropriate district or county board, to the Commissioner of Education, or to the State Board of Education (page 19).

Recommendation 4

The council recommends that a state community college board composed of nine citizens, selected in the same manner as the Board of Regents, be established as the director of the division of community colleges of the Department of Education, with the duties and functions of a policy and coordinating board (page 19).

Recommendation 5

The Council, in recognition of the necessity for articulation policies providing for the smooth transfer of students between the community junior colleges and the state universities, recommends that:

a) all courses satisfactorily completed at one community junior college should be acceptable without additional evaluation for transfer credit at all other community junior colleges; in addition, completion of the general education requirements at one community junior college should satisfy the general education requirements at all other community junior colleges;

b) all graduates of Florida community junior colleges with general academic associate of arts degrees be admissible to the state university system;

c) admission of Florida community junior college transfer students to state universities be determined on the basis of priorities established by the Board of Regents for admission of transfer students to the various state universities;

d) the State Board of Education exercise the responsibility for evaluative overview of policies and procedures involving admission of community junior college students transferring to state universities (page 20).

Recommendation 6

The Council recommends that the Board of Regents continue to serve as the governing board of all state universities, but that it delegate management decisions to the institutional level and concentrate on system-wide coordination and policy (page 20).

Recommendation 7

The Council recommends that the reorganization of the state department of education into four divisions, pursuant to the State Government Reorganization Act of 1969, be retained; but that the functions of the divisions be more specifically delineated and that they be given final responsibility under the Commissioner of Education and State Board of Education Regulations, or statutes, for all decisions which relate solely to the respective divisions (page 21).

Recommendation 8

The Council recommends that the development of a planning-programming-budgeting system for all public post-high-school education be continued with the following provisions:

a) that the system be scheduled for implementation during the 1971-72 fiscal year;

b) that, in the interim, the State Board of Education, the Department of Administration, the Governor, and the Legislature review the current budgetary formulas and procedures to determine desirable alternatives for encouraging systemwide coordination through the budgetary process;

c) that the Department of Education immediately establish procedures that will provide visibility to post-high-school educational program costs (page 22).

Recommendation 9

The Council recommends that the development of procedures and systems for an educational information system should, primarily, be the responsibility of the staff of the Department of Education. Within the information pattern developed by the department staff, the divisions should generate information for departmental use and divisional management. The independent sector should be encouraged to participate (page 22).

Recommendation 10

The Council recommends that each of the divisions of the Department of Education with a responsibility for post-high-school education:

a) make provisions to meet the informational needs of all prospective students so that students may be counseled with reference to programs of greatest benefit and relevance;

b) develop and maintain occupational placement information by on-the-job follow-up studies of graduates and non-graduates, by educational program;

c) undertake continuous analyses of individual course and program productivity (page 23).

CHAPTER V – INSTITUTIONAL CAPACITIES AND AREA NEEDS

Recommendation 11

The Council recommends that the space utilization standards developed by the Legislative Interim Committee on Higher Education, October 1968, as revised by the Department of Education, November 1969, be adopted by the proposed State Planning Council for Post-High-School Education (page 24).

Recommendation 12

The Council recommends that the proposed State Planning Council for Post-High-School Education be assigned the following additional functions:

a) to evaluate and revise space utilization standards and procedures and to continuously review the implementation of such procedures by all public post-high-school educational institutions;

b) to give particular emphasis at this time to the adoption of procedures required to attain four-quarter utilization of facilities by 1977;

c) to establish enrollment projection standards and procedures and to continuously review the implementation of such procedures by all public post-high-school educational institutions;

d) to establish criteria and to determine needs on the basis of these criteria for new public post-high-school educational institutions (page 25).

Recommendation 13

The Council recommends that a limitation of 26,000 full-time-equivalent students, computed on a four-quarter average basis, be applied to enrollments of the University of Florida, Gainesville campus, and Florida State University, Tallahassee campus, and that a similar limitation of 15,000 be applied to other individual campuses of any state university (page 26).

Recommendation 14

The Council recommends that the stabilization of lower-division enrollment in the state university system be continued, and that all universities established in the future be restricted to institutions offering upper-division and graduate programs only (page 27).

Recommendation 15

The Council recommends that the Board of Regents develop plans to meet the needs for additional university facilities on a regional basis through multi-campus institutions. The proposed State Planning Council for Post-High-School Education should review these plans to determine the desirability and nature of regional cooperation among all components of public and independent post-high-school education (page 27).

CHAPTER VI – GRADUATE, PROFESSIONAL, AND UNDERGRADUATE COLLEGIATE EDUCATION

Recommendation 16

The Council recommends that the community junior colleges receive increased emphasis as the principal component for lower-division enrollment in public higher education, and that the lower-division programs in the state university system be oriented more toward a complementarity with the general academic programs of the community junior colleges. Notwithstanding this recommendation concerning the role of the lower division of the state university system, the Council also recommends that the proposed State Planning Council for Post-High-School Education undertake a study designed to explore the phasing out of all lower-division enrollments in the state university system by 1980 or, alternatively, the full expansion of lower-division programs at all state universities (page 30).

Recommendation 17

The Council recommends that the concept of comparable funding for comparable educational programs, with deviations requiring specific justification, be applied to all components of public post-high-school education (page 30).

Recommendation 18

The Council recommends that the upper-division universities, in recognition of their special characteristics and special problems, be accorded special attention with respect to:

a) the necessity for strong coordination and articulation between these institutions and the community junior colleges in joint efforts to meet the needs of students with greater occupational interests and from lower socio-economic backgrounds;

b) the present disadvantageous position of these institutions with respect to university funding at the upper-division level (page 30).

Recommendation 19

The Council recommends that the standard for the expansion and establishment of graduate and professional programs in the state university system be the relationship between these programs and the needs of the nation, and particularly the state, for these levels of expertise; and that, pending such analysis, the graduate and professional programs be limited to an annual percentage increase in enrollment related to the increased enrollment of the upper division of the state university system (page 31).

Recommendation 20

The Council recommends that graduate and professional programs, as well as specialized undergraduate upper-division programs, be allocated among the state universities on the basis of a standard providing for the location of such programs where the programs will have the greatest likelihood of gaining distinction (page 33).

Recommendation 21

The Council recommends that more extensive use be made of contract grant programs with independent post-high-school educational institutions for specialized and high-cost priority programs at the graduate and professional levels (page 33).

CHAPTER VII – VOCATIONAL AND TECHNICAL EDUCATION

Recommendation 22

The Council recommends that separate distinguishing references be employed for purposes of identification of, and distinction between, non-degree-credit occupational education and associate-degree technical education (page 35).

Recommendation 23

The Council recommends that, in order for a student to acquire a broad exposure to occupational alternatives prior to the necessity for selecting a post-high-school institution, courses relating to the world of work, career guidance, and industrial orientation be included as an integral part of the educational process at the secondary and pre-secondary levels (page 35).

Recommendation 24

The Council recommends that the following immediate steps be taken to alleviate the critical need for occupationally-oriented counselors for career guidance in pre-secondary, secondary, and post-secondary education:

a) Preparation of professional and para-professional career counselors for the public education systems should include a special emphasis on approaches to the needs of the socially, culturally, and economically disadvantaged students, as well as to the needs of all students for career guidance and orientation to the world of work in industry and commerce.

b) Special two-year associate-degree and four-year bachelor-degree programs for the preparation of para-professional career counselors should be developed and offered at selected universities and community junior colleges. Special certification requirements should be established for the employment of such para-professional career counselors at all levels of the public education system (page 36).

Recommendation 25

The Council recommends that a special scholarship fund be established to encourage the preparation and employment of para-professional career counselors for the public education system (page 36).

Recommendation 26

The Council recommends that the proposed local coordinating agencies in community junior college districts be given special responsibilities for developing recommendations concerning coordination of counseling activities – insofar as such activities relate to employment opportunities – at all educational levels within the area served, with the recommendation to be submitted to the appropriate district or county board, to the Commissioner of Education, or to the State Board of Education (page 36).

Recommendation 27

The Council recommends that statutory provisions for the registration, licensing, and maintenance of minimum standards for private proprietary vocational schools be established, and that such institutions and programs be evaluated and considered in the development of public programs of vocational and technical education (page 37).

CHAPTER VIII – FLORIDA INDEPENDENT HIGHER EDUCATION

Recommendation 28

The Council recommends that a Florida Independent Higher Education Commission be established:

a) to have a membership composed of members from the proposed State Planning Council for Post-High-School Education, representatives from Florida's independent colleges and universities, and the public;

b) to conduct a review of the future role and scope of independent higher education;

c) to gather and present information of a financial nature on Florida's independent higher education to the proposed State Planning Council for Post-High-School Education;

d) to develop and recommend procedures whereby such independent institutions in Florida not accredited by the Southern Association of Colleges and Schools are registered and licensed by the state on the basis of minimum standards;

e) to report to the proposed State Planning Council for Post-High-School Education, the Commissioner of Education, and the State Board of Education by March 1, 1972 (page 38).

Recommendation 29

The Council recommends the establishment of a tuition equalization grant program to provide:

a) a subsidy based on the difference in tuition and fee charges of the state universities and a predetermined ceiling representative of the average tuition and fee charges of accredited independent Florida higher education institutions;

b) that student eligibility for participation should be based on need as determined by the Florida Student Scholarship and Loan Commission;

c) that in its initial phase the program should be limited numerically, and possibly to students in their junior and senior years;

d) that statutory provisions be included for the registration of participating institutions with the state and the submission of necessary information to the proposed State Planning Council for Post-High-School Education for purposes of coordination of comprehensive educational planning for public and independent post-high-school educational institutions (page 39).

Recommendation 30

The Council recommends that the state, through the State Board of Education and the proposed State Planning Council for Post-High-School Education, make available management and fiscal advisory services to Florida's independent institutions of higher education (page 40).

Recommendation 31

The Council recommends that the proposed State Planning Council for Post-High-School Education review the effectiveness of county higher education bonding authorities for public and independent educational institutions; and, on the basis of such a review, consider the possibility of establishing a state higher education bonding authority (page 40).

CHAPTER IX – EXPANDING EDUCATIONAL OPPORTUNITIES

Recommendation 32

The Council recommends that all necessary steps be taken to insure that access to vocational education programs be available to all of Florida's citizens (page 41).

Recommendation 33

The Council recommends that all post-high-school educational resources of the state be incorporated into the task of bringing meaningful educational opportunities within the reach of Florida's disadvantaged students, and that the accomplishment of this task be facilitated by the following considerations:

a) that the community junior colleges and area vocational-technical centers should be the point of emphasis for this approach;

b) that the state universities should actively solicit transfer students from the community junior colleges;

c) that the state universities should develop specialized programs designed to overcome the transfer shock which is common to all transfer students but probably in a greater degree to disadvantaged transfer students;

d) that predominantly black institutions of higher education in Florida, both public and independent, give emphasis in their admissions policies to those students for whom removal from local environments is most essential to successful achievement of educational objectives (page 45).

Recommendation 34

The Council recommends the establishment of an additional compensatory education program. This new program should be administered by the Florida Student Scholarship and Loan Commission and should provide funds to institutions which develop approved programs of educational services to culturally and educationally disadvantaged students, and financial aid to students participating in approved programs (page 45).

Recommendation 35

The Council recommends that the Board of Regents, the State Junior College Council, and the State Vocational-Technical Advisory Council exert their policy-making influence toward insuring that each educational activity recognizes the beneficial influence on minority-group students that accompanies representation of the minority group at all staff levels of the educational activity (page 46).

Recommendation 36

The Council recommends that appropriate state authorities investigate the possibilities for state action that would facilitate the granting of federally guaranteed student loans to students of Florida post-high-school educational institutions, including the possibilities and requirements for the establishment of a secondary market for the purchase by other agencies of discounted loan notes from participating banking institutions (page 47).

Recommendation 37

The Council recommends the expansion of the General Teaching Scholarship program with particular emphasis on meeting the needs of teachers of vocational and technical education (page 47).

CHAPTER I

INTRODUCTION

Previous efforts toward comprehensive planning for public education beyond the high school in Florida have been concerned largely with *higher education;* that is, with collegiate education directed toward a baccalaureate or higher degree. In recent years the increasingly diverse educational needs of students leaving high school has made necessary the use of a broader term. In this report, *post-high-school education* is used to encompass both collegiate and non-collegiate education that is intended for high school dropouts as well as for high school graduates. Thus, post-high-school education refers more to institutional setting than to level of instruction.

LONG-RANGE PLANNING FOR PUBLIC HIGHER EDUCATION IN FLORIDA

Long-range planning for public higher education in Florida may be traced as far back as 1927 when the Florida Legislature created an Educational Survey Commission. Despite the thoroughness of the report submitted by the Commission to the Legislature in 1929, the report evidently had little impact upon Florida public higher education, for thirty-five years elapsed before even one of its recommendations was implemented.

In 1945, following the adoption of a resolution by the Florida Senate, the Florida Citizens Committee on Education was charged with conducting a comprehensive study and survey of education in Florida. Only one of the recommendations made by this group was immediately accepted – the introduction of coeducation in public higher education – but perhaps the report served the more critical function of keeping the citizens of Florida apprised of the need for a dynamic approach to the expansion of public higher education in the state.

In 1954 the Florida Board of Control (now the Board of Regents) appointed a group of distinguished educators to comprise the Council for the Study of Higher Education in Florida. The Council's report in 1956 contained fourteen recommendations and established a grand design for the expansion of public higher education in Florida. Unlike its predecessors, this group had a significant impact upon higher education in the state. The timing of the Council's report was most appropriate, for it ushered in the greatest period of growth in public higher education in the state's history. Several of the recommendations were implemented, among the most important of which were the expansion of the state university system and the development of a system of public community junior colleges.

One year after the final report of the Council for the Study of Higher Education in Florida, a plan setting forth a system of public community junior colleges was published in *The Community Junior College in Florida's Future* by the newly established Community College Council. This plan provided for the establishment of public community junior colleges within commuting distance of 99 per cent of the state's population. With the opening of the 28th institution in 1971, this goal will have been substantially accomplished.

The 1960's produced a number of long-range plans for education in Florida. In 1964 *The Florida Study of Vocational-Technical Education* was published. Not limited to post-high-school education, this report offered numerous recommendations designed to upgrade and expand the state's efforts in the field of occupational education. The report of the Governor's Conference on Education, completed in 1966 during the administration of Governor Haydon Burns, and the report of the Governor's Commission for Quality Education, completed in 1967 during the administration of Governor Claude R. Kirk, Jr., considered education at all levels in formulating a wide range of recommendations extending well into the 1970's.

In the midst of an unparalleled demand by Florida's citizens for more educational opportunities beyond high school, the Legislature in 1967 created the Select Council on Post-High-School Education (SCOPE) and charged it with the responsibility of reporting to the State Board of Education and to the Legislature its recommendations for the increased coordination and expansion of all types of education beyond high school.

SELECT COUNCIL ON POST-HIGH-SCHOOL EDUCATION

The fifteen-member Select Council on Post-High-School Education (Laws of Florida, 67-252), under the chairmanship of Senator Reubin O'D. Askew of Pensacola, met in formal session on nine different occasions in different parts of the state between October, 1967 and February, 1969. Four conferences involving consultants, educators, and the general public were organized and conducted during 1968. Three major contractual studies and a number of staff studies were undertaken and completed in 1968 and 1969. The Council's *1969 Report and Recommendations* included twenty-four recommendations, five of which dealt with independent higher education, three with the administration of public higher education, and sixteen with vocational, technical, and adult education.

A major factor affecting the deliberations of the Council during 1968 and 1969 was the concurrent activity of legislative and executive agencies leading to and culminating in the State Government Reorganization Act of 1969 (Laws of Florida, 69-106). A number of substantial changes were made in the state-level administrative structure for Florida post-high-school education. As one consequence, the Select Council on Post-High-School Education was re-established (Laws of Florida, 69-263; see Appendix A) and directed to submit its report to the State Board of Education and to the 1970 Legislature. Under the chairmanship of Representative D. Robert Graham of Miami Lakes, the Council undertook the development of this comprehensive plan for post-high-school education in Florida.

THE 1969 REORGANIZATION OF THE STATE-LEVEL EDUCATIONAL STRUCTURE

The Constitution of the State of Florida, as amended in 1968, provides in article IV for a cabinet of six elected officials including a Commissioner of Education who "shall supervise the public education system in the manner prescribed by law." Article IX provides "for the establishment, maintenance, and operation of institutions of higher learning and other public education programs that the needs of the people may require," and further provides that "the governor and members of the cabinet shall constitute a state board of education, which shall be the body corporate and have such supervision of the system of public education as is provided by law."

Section 15 of the State Government Reorganization Act of 1969 created a Department of Education with the State Board of Education designated as the head of the department. "The governor is chairman of the board, and the commissioner of education is the secretary and executive officer and in the absence of the governor shall serve as chairman." A further provision is that:

> The state board of education is the chief policymaking and coordinating body of public education in Florida. It has the general powers to determine, adopt or prescribe such policies, rules, regulations or standards as are required by law or as it may find necessary for the improvement of the state system of public education. Except as otherwise provided herein it may, as it shall find appropriate, delegate its general powers to the commissioner of education or the directors of the divisions of the department.

Four divisions of the Department of Education were created by the Reorganization Act: the division of elementary and secondary education, the division of vocational education, the division of community colleges, and the division of universities. The Board of Regents is designated as the director of the division of universities. The other three division directors are appointed by the State Board of Education upon recommendation by the Commissioner of Education.

The organization chart for the Department of Education may be seen in Figure 1. The commissioner's staff is shown to include a deputy commissioner, three associate commissioners – for administration, for budget planning and development, for planning and coordination – and an assistant commissioner for vocational education. In addition to the commissioner's staff and the four divisional structures within the state department of education, the state-level organization for Florida public education includes three divisional advisory councils composed of lay citizens: The Florida Public School Council, for the division of elementary and secondary education; the State Advisory Council on Vocational and Technical Education, for the division of vocational education; and the State Junior College Council, for the division of community colleges.

FLORIDA'S POST-HIGH-SCHOOL EDUCATIONAL INSTITUTIONS

In 1960 Florida's public post-high-school institutions included 4 state universities and 24 community junior colleges. Ten of these community junior colleges were predominantly Negro institutions which were phased-out or consolidated with other institutions during the 1960's. By 1970 the total public post-high-school institutions in Florida had increased to 60, including 9 state universities, 28 community junior colleges, and 23 area vocational-technical centers. These institutions are listed by geographic location in Appendix B. State universities and community junior colleges are discussed more fully in Chapter VI. Area vocational-technical centers are discussed more fully in Chapter VII.

In addition to these sixty public post-high-school educational institutions, Florida is fortunate in having a large number of private educational institutions that provide a wide assortment of educational opportunities at all levels from kindergarten to post-doctoral study. Private post-high-school educational institutions include proprietary as well as non-profit institutions, and church-related as well as non-church-related institutions. The term *independent* will be used hereinafter to include both church-related and non-church-related non-profit institutions.

Twenty-four of Florida's independent colleges and universities maintain status with the regional accrediting agency, the Southern Association of Colleges and Schools (see Chapter VIII and Appendix C).

figure 1 · organization chart

STATE OF FLORIDA • DEPARTMENT OF EDUCATION

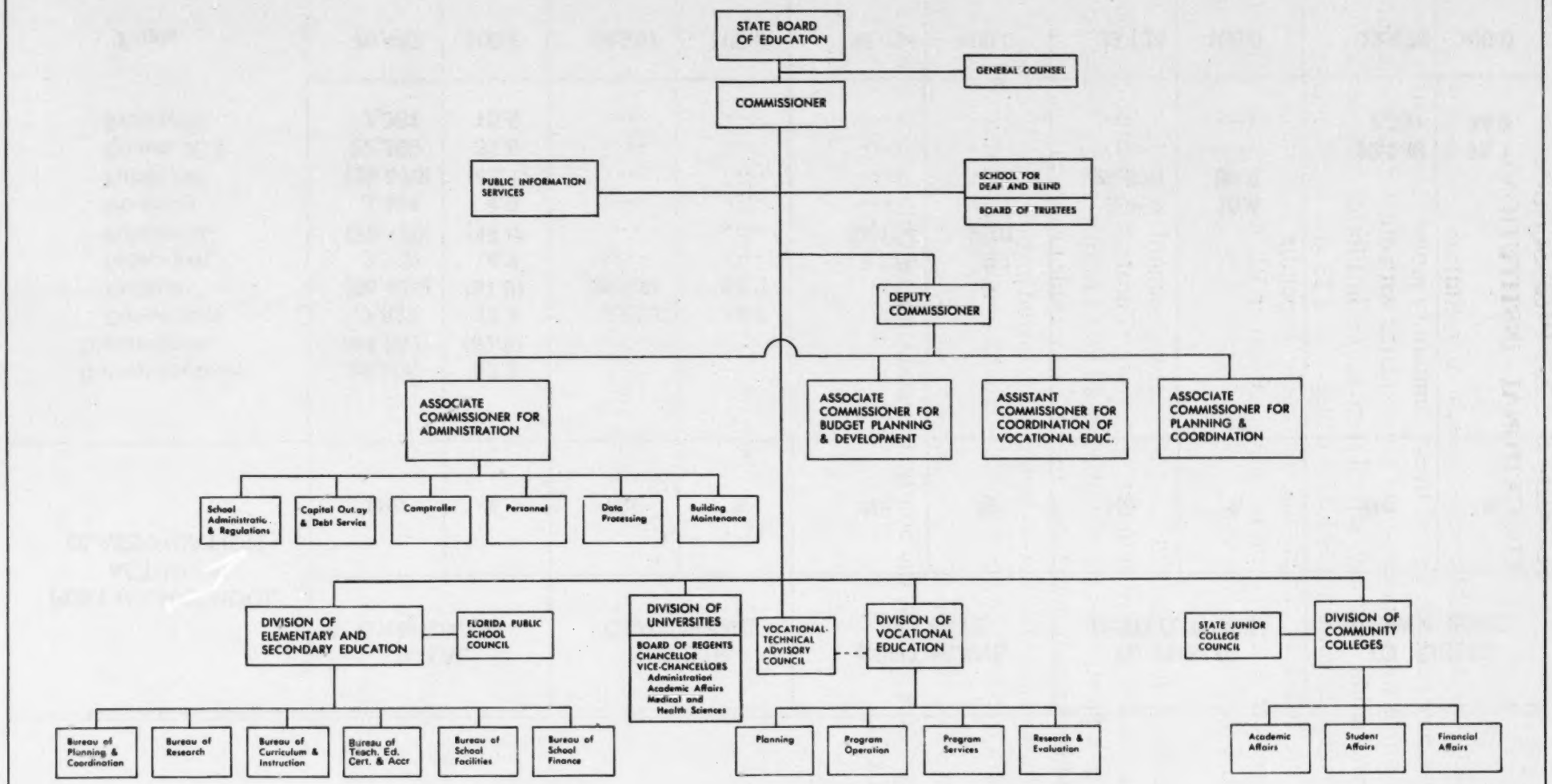

TABLE 1. – Type of post-high-school educational activities selected by 1968 graduates of Florida public and private high schools

POST-HIGH-SCHOOL ACTIVITY CLASSIFICATION	TOTAL GRADUATES		NUMBER CONTINUING		CONTINUING IN-STATE		TO PUBLIC INSTITUTIONS		TO PUBLIC HIGHER EDUC.	
	No.	%	No.	%	No.	%	No.	%	No.	%
Did not continue	26,230	37.2								
Did continue	(44,257)	(62.8)								
Out-of-state	7,823	11.1	7,823	17.7						
In-State	(36,434)	(51.8)	36,434	82.3						
Indep. inst.	3,310	4.7	----	----	3,310	9.1				
Public inst.	(33,124)	(47.0)	---	----	33,124	90.9				
Vo-tech[a]	3,454	4.9	----	----	----	----	3,454	10.4		
Public HE	(29,670)	(42.1)	----	----	----	----	29,670	89.6		
Comm. JC's	22,289	31.6	----	----	----	----	----	----	22,289	75.1
State univ.	7,381	10.5	----	----	----	----	----	----	7,381	24.9
Totals	70,487	100.0	44,257	100.0	36,434	100.0	33,124	100.0	29,670	100.0

[a]County-based vocational and technical education programs.
Source: Bureau of Research, State Department of Education, *Research Report 72*, July, 1969.

CHAPTER II

FLORIDA POST-HIGH-SCHOOL EDUCATION TODAY

In order to plan effectively for the future development of post-high-school education in Florida, a comprehensive picture of the present status of a number of basic elements is necessary. It is the purpose of this chapter to present data that will reflect past trends and present status and thereby provide a factual basis for projecting a future program.

POST-HIGH-SCHOOL EDUCATIONAL ACTIVITIES SELECTED BY FLORIDA HIGH SCHOOL GRADUATES

A survey of 1968 Florida high school graduates concerning their selection of post-high-school educational activities showed that more than one-third of the graduates did not continue their education beyond high school (Table 1). The 70,487 graduates represented in this survey included graduates from both public and private high schools, and also included those students completing their graduation requirements during the summer of 1968. For these reasons, the total is somewhat greater than the officially reported total of 64,214 graduates from Florida public high schools in 1968.

Since more than six out of ten of these 1968 Florida high school graduates continued their education beyond high school, what type of educational opportunity did they pursue? Of those who did continue, more than one out of six found their opportunity outside of the State of Florida. Of those remaining in Florida, nearly one in ten attended private institutions. Of those who attended public institutions in Florida, approximately one in ten chose area vocational-technical centers. Of those who chose Florida public higher education, three out of four chose a community junior college.

Florida public high school graduates have increased from 16,485 in 1950 to 37,296 in 1960 and, after reaching 67,825 in 1969, are projected to reach 72,002 in 1970. This tremendous growth is further accentuated by the increase in total Florida public school enrollments in grades 1 through 12 from 491,205 in 1949-50 to 1,016,842 in 1959-60, reaching 1,454,791 in 1968-69 and projected to reach 1,486,349 in 1969-70.

TABLE 2. – Distribution of on-campus students in Florida higher education, by type of educational institution: 1959-60, 1964-64, and 1969-70

TYPE OF EDUCATIONAL INSTITUTION	STUDENTS					
	1959-60		1964-65		1969-70	
	No.	%	No.	%	No.	%
Independent BDGI[a]	23,267	38.7	29,880	25.6	38,762	18.5
Independent JC's[b]	2,133	3.5	2,558	2.2	3,393	1.6
(Total Independent)	(25,400)	(42.2)	(32,438)	(27.8)	(42,155)	(20.1)
State Universities	23,713	39.5	38,478	32.9	67,756	32.4
Community JC's[c]	11,008	18.3	45,949	39.3	99.539	47.5
(Total Public)	(34,721)	(57.8)	(84,427)	(72.2)	(167,295)	(79.9)
Totals	60,121	100.0	116,865	100.0	209,450	100.0

[a]Independent bachelor-degree granting institutions.

[b]Independent junior colleges.

[c]Public community junior colleges (credit enrollments only, both occupational and general academic).

Source: Florida Board of Regents, *Enrollment in Florida's Institutions of Higher Learning.*

FLORIDA HIGHER EDUCATION ENROLLMENTS

On-campus fall-term enrollments in Florida higher education have increased approximately three and one-half times in the decade from 1959-60 to 1969-70. As shown in Table 2, this remarkable increase was due largely to the growth of enrollments in the community junior colleges and the state universities, with the former accounting for an increasing proportion of the total enrollment. For the community junior colleges, credit enrollments increased more than nine-fold during this decade, accounting for almost half of the total on-campus students in Florida higher education for the fall term of 1969-70. It should be noted that these higher education enrollments for the community junior colleges, as reported in Table 2, do not include the non-credit enrollments in occupational and continuing education which have contributed to the increase in total fall-term enrollments for the community junior colleges, from 14,398 students in 1959-60 to 130,669 students in 1969-70.

ENROLLMENTS IN FLORIDA PUBLIC POST-HIGH-SCHOOL EDUCATION

The full spectrum of Florida public post-high-school educational enrollments includes significant enrollments in county-based programs of vocational, technical, and adult education – including post-high-school enrollments in the area vocational-technical centers – as well as the non-credit enrollments in occupational and continuing education in the community junior colleges.

Since actual fall-term headcount enrollment figures do not provide adequate measures of student and faculty work loads for budgetary purposes, enrollments for public post-high-school educational institutions are usually measured for such purposes in terms of full-time equivalent (FTE) students. Fall-term FTE enrollments for 1969-70 in Florida public post-high-school educational institutions reached the impressive total of 174,167 students, based on tentative figures for the county-based vocational, technical, and adult education (VTAE) programs. FTE enrollments for these VTAE programs are normally computed on an annual basis due to the varying time periods for the different courses.

The state university system accounted for 37.3 per cent of the total fall-term FTE enrollment in Florida public post-high-school education for 1969-70. The community junior colleges accounted for the largest share (47.5 per cent), and the county-based VTAE programs accounted for the remaining 15.2 per cent (Table 3). Six years before, in 1963-64, the state universities had accounted for the largest share of this total enrollment. County-based VTAE programs, while showing a 48.5 per cent increase in enrollment during this six-year period, showed a substantial decrease in proportionate share of total enrollment.

GENERAL REVENUE FOR SUPPORT OF FLORIDA PUBLIC POST-HIGH-SCHOOL EDUCATION

Basic to any consideration of post-high-school education are two factors related to finance: the general revenue funds appropriated by the legislature for education, and the personal income of the citizens of the state.

TABLE 3. – Fall-term FTE student enrollments by educational sector for Florida public post-high-school education, 1963-64 and 1969-70

EDUCATIONAL SECTOR	1963-64		1969-70		SIX–YEAR INCREASE	ANNUAL GROWTH RATE
	FTE	%	FTE	%	%	%
State Universities[a]	28,987	39.3	64,975	37.3	124.2	14.48
Community Junior Colleges[b]	26,839	36.4	82,684	47.5	208.1	20.15
County-Based Vo-Tech Programs[c]	17,848	24.2	26,508	15.2	48.5	6.81
Totals	73,674	100.0	174,167	100.0	136.4	15.42

[a]Enrollments for state universities include off-campus enrollments in continuing education but exclude enrollments for Institute of Food and Agriculture Sciences and Miller Health Center at University of Florida.

[b]Enrollments for community junior colleges include non-credit occupational and continuing education enrollments as well as credit enrollments in occupational and general academic programs.

[c]Enrollments for county-based vocational-technical programs include post-high-school enrollments in vocational, technical, and adult education programs of county school systems and area vocational-technical centers.

Source: Division of universities, division of community colleges, and division of vocational education; Department of Education.

Receipts by the State Treasury are credited to one of three funds, depending on the nature of the receipts. The funds and their character are as follows:

1. The General Revenue Fund consists of all receipts of a general or non-dedicated nature.

2. The Trust Fund consists of all receipts that are by law or trust agreement dedicated to a particular use; that is, earmarked revenues. Each type of receipt is credited to one of several hundred accounts making up the Trust Fund.

3. The Working Capital Fund consists of not more than $50,000,000 transferred from General Revenue Fund surpluses remaining at the end of each biennium.

Essentially, all operations of the State are financed by the *General Revenue Fund* and the *Trust Fund,* while use of the *Working Capital Fund* is primarily for temporary working capital needs.

Total state receipts in 1969-70 for the General Revenue Fund and the Trust Fund are budgeted at approximately $2,131 million. Of this total, less than one-half ($1,030 million) will go for the support of public education. Total state receipts in 1969-70 for the General Revenue Fund alone are budgeted at $1,083 million. Of this general revenue total, approximately 75 per cent ($803 million) will go for the support of public education.

Since the bulk of the state-level support for public education is derived from the General Revenue Fund, and since Trust Fund receipts are dedicated to particular uses, the discussions in this chapter as well as in subsequent chapters of state-level support for public education will be in terms of appropriations from the General Revenue Fund.

From 1963-64 to 1969-70, the general revenue appropriated by the legislature in support of Florida public education increased from slightly less than $300 million to more than $800 million. Of these totals, the general revenue appropriated in support of public post-high-school education rose from $72.1 million, or 24.6 per cent of the total, to $222.5 million, representing 27.7 per cent of the total.

During this same six-year period, Florida statewide personal income rose from $12.4 billion to $22.2 billion, an increase of 78.6 per cent at an annual growth rate of 10.15 per cent. By comparison, the general revenue in support of public post-high-school education increased by 208.6 per cent at an annual growth rate of 20.66 per cent, while the FTE enrollment increased by 136.4 per cent at an annual growth rate of 15.42 per cent.

The growth rate of general revenue support for the community junior colleges was approximately twice the growth rate for each of the other two sectors during this six-year period (Table 4). The proportion of general revenue for support of the state university system was twice that for the community junior colleges in 1969-70, in spite of the greater enrollment for the community junior colleges.

Approximately one per cent of Florida statewide personal income was devoted to general revenue support of Florida public post-high-school education in 1969-70. The percentage of this personal income that supported each 1000 FTE students is almost three times as great for the state university system as for the other two educational sectors.

TABLE 4. – General revenue support by educational sector for Florida public post-high-school education, 1963-64 and 1969-70

EDUCATIONAL SECTOR[a]	GENERAL REVENUE								SIX–YEAR INCREASE	ANNUAL GROWTH RATE
	1963-64				1969-70					
	$ Million	% of Total	% of PI[b]		$ Million	% of Total	% of PI[b]			
			Total	Per[c] 1000 FTE			Total	Per[c] 1000 FTE	%	%
SUS	52.3	72.5	.421	.0145	134.9	60.6	.608	.0094	157.9	17.1
CJC's	12.1	16.8	.097	.0036	67.3	30.3	.303	.0037	456.2	33.1
CB-VTAE	7.7	10.7	.062	.0035	20.3	9.1	.092	.0035	163.6	17.5
Totals	72.1	100.0	.580	.0079	222.5	100.0	1.003	.0058	208.6	20.7

[a]SUS, state university system;
CJC's, community junior colleges;
CB-VTAE, county-based vocational-technical-adult education.

[b]PI, Florida statewide personal income; $12,424 million in 1963-64, $22,193 million in 1969-70.

[c]Based upon FTE enrollments from Table 3.

Source: General revenue figures from Division of Planning and Budgeting of Department of Administration; Florida statewide personal income figures developed by SCOPE staff from data in U.S. Department of Commerce, Office of Business Economics, *Survey of Current Business,* August, 1969.

CHAPTER III

THE CHALLENGE OF THE 70'S

To extend the opportunity for post-high-school education to more youths of disadvantaged backgrounds; to bring relevant and diversified educational opportunities for occupational education within the reach of all citizens; to address more directly the resources of public and independent colleges and universities to the problems of our communities, the state, and the nation; to improve the quality of undergraduate instruction and strengthen our graduate and professional programs; to render education beyond the high school more responsive to the changing conditions of life – these constitute the major challenges for the next decade.

Quality and service provide the keynote of the 1970's.

There will continue to be growth in terms of students and numbers of programs and institutions, but quantitative growth should be and can be made a secondary concern. The basic foundations of a modern system of post-high-school education have been laid. This is the chief accomplishment of the 1960's and in this Florida can take pride.

Now the challenge is to direct that system to the improvement of life in an age of increasing complexity and accelerated change.

FACTUAL BASIS FOR THIS NEW FRAME OF REFERENCE

The nature and scope of the total program of public education in the 1970's and the funds necessary to provide for that program will be determined by a number of complex factors. Basic data concerning some of these factors can be projected into the future with a considerable degree of validity while others can only be estimated on the basis of certain agreed-upon assumptions.

Population

Probably the most obvious condition affecting educational planning is the growth of Florida's population. From approximately 2.8 million in 1950, the state's population reached almost 5.0 million in 1960 and is projected to reach 6.6 million in 1970, 7.5 million in 1975, and 8.5 million in 1978.

TABLE 5. – Fall-term FTE student enrollments by educational sector for Florida public post-high school education: actual, 1969-70; projected, 1979-80

EDUCATIONAL SECTOR	1969-70		1979-80		TEN–YEAR INCREASE	ANNUAL GROWTH RATE
	FTE	%	FTE	%	%	%
State Universities[a]	64,975	37.3	163,721	44.9	152.0	9.68
Community Junior Colleges[b]	82,684	47.5	142,190	39.0	72.0	5.57
County-Based Vo-Tech Programs[c]	26,508	15.2	58,567	16.1	120.9	8.25
Totals	174,167	100.0	364,478	100.0	109.3	7.67

[a]Enrollments for state universities include off-campus enrollments in continuing education but exclude enrollments for Institute of Food and Agriculture Sciences and Miller Health Center at University of Florida.

[b]Enrollments for community junior colleges include non-credit occupational and continuing education enrollments as well as credit enrollments in occupational and general academic programs.

[c]Enrollments for county-based vocational-technical programs include post-high-school enrollments in vocational, technical, and adult education programs of county school systems and area vocational-technical centers.

Source: Division of universities, division of community colleges, and division of vocational education; Department of Education.

Elementary and secondary enrollment

The most immediate educational influence of population changes is upon enrollments in elementary and secondary education. From an increase of slightly more than 100 per cent in the decade of 1950-60, these Florida public school enrollments in grades 1 through 12 increased slightly less than 50 per cent for the 1960-70 decade – based upon a preliminary estimate of 1,486,349 students for 1970. Projections for the next decade indicate a peak in such enrollments in 1973 at 1,522,770 students, with gradually declining annual enrollments thereafter, at least through 1979-80. The projection for the end of the 1970-80 decade is 1,474,046 students, representing an actual decline in total elementary and secondary education enrollment over the next ten years. This somewhat startling result, while subject to the limitations inherent in all attempts at predicting future conditions, is based upon standard cohort-survival methodology which has been shown in the past to have some claim to validity (see Appendix D). This trend toward declining enrollments has been noted both at the national level and in projections for other states.

Public high school graduates

Florida public high school graduates more than doubled in the 1950-60 decade (16,485 to 37,296) and will almost double for the 1960-70 decade. For the 1970-80 decade, the projected increase is more modest – from 72,002 to 90,767 (see Appendix D). The number of graduates is expected to reach a peak of 92,570 in 1979 and to decline slightly in the following years.

Post-high-school enrollments

Projections to 1979-80 of FTE student enrollments have been prepared by the three public post-high-school educational sectors with the somewhat surprising results as shown in Table 5. These projections were prepared on the basis of extensions of known factors, but did not take into account the possible policy constraints on such enrollments. An apparent reversal of the relative quantitative roles of the state university system and the community junior colleges is the result, with the county-based VTAE programs maintaining about the same proportion of the total FTE students.

The statistically-projected growth rates for the three educational sectors over the next ten years are substantially lower than the growth rates discussed in Chapter II for the years prior to 1970, although the total FTE students projected for 1979-80 is more than double the total for 1969-70.

Projections of general revenue

Initial statistical projections of general revenue for the support of public post-high-school education in Florida have been made for the purpose of helping to define the problem. The projected changes in such general revenue support for the 1970-80 decade are shown in Table 6 as derived from the unqualified enrollment projections by the individual educational sectors, i.e., by the division of universities, the division of community colleges, and the division of vocational education of the Department of Education (see Appendix E).

The total projected general revenue for support of public post-high-school education in Florida is slightly less than two per cent of the projected statewide personal income for 1979-80. This increase of almost two-fold for the decade on a per cent-of-personal-income basis may be compared to the increase in actual dollar totals from $222.5 million in 1969-70 to $755.9 million in 1979-80.

On the basis of these general revenue projections, an increasing share of the total post-high-school general revenue funds would be needed for the support of the state university system. Although the relationships among the per-student shares for the three educational sectors would remain substantially unchanged, each sector would experience a decline in per-student support level for this category of support.

QUESTIONS OF POLICY

The statistical projections of enrollments and general revenue presented here will be altered by policy constraints and incentives that may, from time to time, be established by appropriate authorities. The recommendations presented in the following chapters will themselves, when effectuated, constitute policy constraints and incentives.

The Council has taken an issue-orientation in the development of this comprehensive plan for Florida post-high-school education in the 1970's. In the chapters which follow, issues are identified from basic questions concerning allowable limits and relative returns from resource allocations. The Council's recommendation follows the discussion of each issue.

TABLE 6. – General revenue support by educational sector for Florida public post-high-school education: actual, 1969-70; projected, 1979-80

EDUCATIONAL SECTORS[a]	GENERAL REVENUE								TEN–YEAR INCREASE	ANNUAL GROWTH RATE
	1969-70				1979-80					
	$ Million	$ of Total	% of PI[b]		$ Million	% of Total	% of PI[b]			
			Total	Per[c] 1000 FTE			Total	Per[c] 1000 FTE	%	%
SUS	134.9	60.6	.608	.0094	511.5	67.7	1.301	.0079	279.2	14.26
CJC's	67.3	30.3	.303	.0037	178.3	23.6	.454	.0032	164.9	10.23
CB-VTAE	20.3	9.1	.092	.0035	66.1	8.7	.168	.0029	225.6	12.53
Totals	222.5	100.0	1.003	.0058	755.9	100.0	1.923	.0053	239.7	13.01

[a]SUS, state university system;
CJC's community Junior colleges
CB-VTAE, county-based vocational-technical-adult education.

[b]PI, Florida statewide personal income; $22,193 million in 1969-70, $39,307 million in 1979-80.

[c]Based upon FTE enrollments from Table 5.

Source: General revenue figures from Division of Planning and Budgeting of Department of Administration; Florida statewide personal income figures developed by SCOPE staff from date in U.S. Department of Commerce, Office of Business Economics, *Survey of Current Business,* August, 1969; projections to 1979-80 by SCOPE staff.

CHAPTER IV

EDUCATIONAL SYSTEM PLANNING AND COORDINATION

The reorganized state-level administrative structure for Florida public post-high-school education, as described in Chapter I, does not include a specific staff agency for the conduct of comprehensive post-high-school educational planning and coordination. The Select Council on Post-High-School Education has served this function on an *ad hoc* basis since 1967.

COMPREHENSIVE EDUCATIONAL PLANNING

The problems encountered and the needs identified by the Council during the preparation of this report have given emphasis to the need for comprehensive post-high-school educational planning on a continuous basis, with adequate representation and participation by the independent institutions of higher education. Legislative and executive agencies of state government must deal with the total situation as it relates to both Florida's citizens and the national government. Informational needs which are external to the separate educational systems must be established and standardized on a basis of compatibility. It is not to be expected that voluntary efforts of the separate educational systems will produce the necessary results in a coordinated manner.

Certain activities related to federal programs, such as the Higher Education Facilities Act of 1963, require a coordinated approach to post-high-school educational planning and administration. The detailed operational aspects of these federal-related activities are often beyond the purview of any existing agency except such as have been created in relative isolation from the administrations of the separate educational systems.

Some federal programs require the supervision of a broadly representative state board or council. Such boards or councils must be established according to federal guidelines before the state may participate in the federal program. As an example, the State Advisory Council to the State Commission for the Higher Education Facilities Act of 1963 has a membership closely paralleling the membership representation of the Select Council.

Funds are available from such federal programs and may be used to support the activities of a state planning council for post-high-school education.

Recommendation 1. – The Council recommends the statutory establishment of a State Planning Council for Post-High-School Education:

a) to have membership composed of eleven (11) members including one (1) person appointed to represent each of the three public components and the independent component of post-high-school education, each person to be appointed by the State Board of Education upon recommendation of the Commissioner of Education following nomination by the component; one (1) representative of each legislative branch, appointed by the presiding officer; four (4) representatives of the public appointed by the State Board of Education upon recommendation of the Commissioner of Education; and the Director of the Division of Planning and Budgeting of the Department of Administration.

b) to be assigned to the Department of Education;

c) to function in an advisory capacity to the Commissioner of Education for purposes of comprehensive post-high-school educational planning, for coordination of comprehensive post-high-school educational planning efforts of central statewide education agencies, and for continuous review and evaluation of the effectiveness of post-high-school educational plans and planning efforts;

d) to be designated as the Advisory Council to the Florida State Commission for Title I of the Higher Education Facilities Act of 1963, as amended, and also to serve in an advisory capacity for other such post-high-school educational programs as may be assigned to it;

e) to be provided with a professional staff and adequate financing for the performance of its function.

Vocational and technical education

The tremendous expansion of post-high-school occupational education in Florida has reached the point that serious questions are now being raised concerning the adequacy and responsiveness of the administrative structures developed for the supervision and control of such programs. While all twenty-eight community junior colleges provide post-high-school occupational education, twelve of these institutions have divisions which have been designated as area vocational schools with sole responsibility for post-high-school occupational education within the county or district. Twenty-three separate area vocational-technical centers across the state also provide post-high-school occupational education, as do numerous county school systems through the use of high school facilities. The division of vocational education of the Department of Education is a parallel administrative unit to the division of community colleges, the division of universities, and the division of elementary and secondary education; and has a major role in the development and administration of vocational, technical, and adult education programs in each of these institutional settings.

Questions concerning jurisdiction, responsibility, and funding for occupational education have been major concerns of various legislative subcommittees during the past year. Much intensive investigation has been conducted. The complexities of the situation call for continuous evaluation and review of all aspects, educational and administrative, of such occupational education. The counseling function is inextricably a part of the total question.

Recommendation 2. – The Council recommends that the proposed State Planning Council for Post-High-School Education make the organization of vocational and technical education a priority subject of review, with the focus of this inquiry being the relationship of the organizational pattern to the attainment of vocational and technical education objectives within the context of total post-high-school educational opportunities.

Articulation among community institutions

Similar post-high-school educational programs are sometimes offered in the same community or district by state universities and community junior colleges, independent colleges and universities, area vocational-technical centers, and the public school system. In addition, the programs available in one of these institutional settings may be a natural extension of the educational opportunity afforded in another of the institutional settings.

The need for clearly established patterns of articulation between institutions and for both horizontal and vertical program coordination are matters of general public interest. This need is particularly acute in those community junior college districts having an area vocational-technical center. Without such articulation and coordination, individual student interests as well as the general public interest are often submerged in the parochial interests of the separate institutions and educational systems.

Recommendation 3. – The Council recommends the establishment of local coordinating agencies in each community junior college district having a separate area vocational-technical center. The membership of such agencies should represent both institutional and public interests. Such agencies should be given responsibility for developing recommendations concerning coordination of programs and articulation between such post-high-school institutions within the district, with the recommendations to be submitted to the appropriate district or county board, to the Commissioner of Education, or to the State Board of Education.

Community junior colleges

Following the 1969 reorganization of state government, the State Junior College Board became the State Junior College Council. The former State Junior College Board was made up of seven members appointed by the governor for four-year overlapping terms. The Board members were chosen from prominent and representative citizens of the state. The Board annually elected a chairman, a vice-chairman, and appointed an executive officer who was the assistant commissioner of education for the division of community junior colleges of the State Department of Education. The Board had the responsibility for establishing statewide policy regarding the operation of the community junior colleges and determining ways and means to effect articulation and coordination of community junior colleges with other institutions, subject to the approval of the State Board of Education. Specific duties of the State Junior College Board were enumerated in State Board of Education regulations.

The new State Junior College Council resulted from the statutory merger and transfer of the State Junior College Board into the new Department of Education created by the State Government Reorganization Act of 1969, with the powers of the Board modified to be "strictly advisory to the division" of community colleges.

The successful experience with the former State Junior College Board during the formative years of Florida's state community junior college system, the lack of an incentive for removing the policy-making power of this Board, the difficulty of securing the services of members of stature when the real authority of the Board has been reduced to an advisory function, and the desirability of maintaining strong, continuous, and dedicated citizen control of the policy-making function for the state system of community junior colleges – these are reasons for the Select Council to take a position favoring a parallel governing structure for the division of community colleges and the division of universities of the Department of Education.

Recommendation 4. – The Council recommends that a state community college board composed of nine citizens, selected in the same manner as the Board of Regents, be established as the director of the division of community colleges of the Department of Education, with the duties and functions of a policy and coordinating board.

Articulation between state universities and community junior colleges

Policies and procedures involving the admission of community junior college students transferring to state universities are matters which extend well beyond the direct interests of the division of universities and the division of community colleges. Such matters more properly fall within the purview of the State Board of Education, and form an excellent example of the type of general policy question that is appropriate for consideration by the State Board of Education inasmuch as two divisions of the Department of Education are involved.

The Council is of the opinion that the general policies regarding upper-division state universities, stabilization of lower-division enrollments in those state universities offering such programs, and the special emphasis on community junior colleges as the educational component responsible for lower-division undergraduate collegiate education are sound policies in need of buttressing by other policy statements. The commendable yet voluntary efforts of the two educational systems to formulate articulation policies providing for the smooth transfer of students between institutions are not sufficiently responsive to the total interests of the state to remain as the unsupported method for seeking solutions to these needs.

Community junior college graduates who pursue a general academic program and receive an associate of arts degree should be admissible to the state universities without further examination and evaluation of academic achievement at the community junior colleges. A prerequisite to this policy would be similar acceptability of transfer credits among and between community junior colleges.

To provide for the orderly growth of the state university system and for the equitable distribution of educational opportunity, applications for admission to state universities from community junior college transfer students should be evaluated on the basis of priorities established by the Board of Regents. Such a procedure would require that the Board of Regents establish a priority system for determining acceptability of such applications by the various state universities.

Recommendation 5. – The Council, in recognition of the necessity for articulation policies providing for the smooth transfer of students between the community junior colleges and the state universities, recommends that:

a) all courses satisfactorily completed at one community junior college should be acceptable without additional evaluation for transfer credit at all other community junior colleges; in addition, completion of the general education requirements at one community junior college should satisfy the general education requirements at all other community junior colleges;

b) all graduates of Florida community junior colleges with general academic associate of arts degrees be admissible to the state university system;

c) admission of Florida community junior college transfer students to state universities be determined on the basis of priorities established by the Board of Regents for admission of transfer students to the various state universities;

d) the State Board of Education exercise the responsibility for evaluative overview of policies and procedures involving admission of community junior college students transferring to state universities.

State universities

The tremendous growth over recent years in Florida's state university system has made necessary a corresponding growth in staff and in efforts at coordination and planning by the Office of the Chancellor. In all such activities there is the danger that subordinate managerial competencies will be submerged in the central agency activities. The Board of Regents, the Office of the Chancellor, and the division of universities of the Department of Education need a degree of autonomy for the conduct of affairs for which they are responsible. The State Board of Education and the staff of the Commissioner of Education must necessarily be most concerned with broader questions of more general applicability to more than one division of the Department. However, in the same manner that the division of universities performs most effectively with a degree of operational freedom from the State Board and the commissioner's staff, so the individual state universities may perform more effectively with a similar degree of operational freedom within the division of universities. The contrast in levels of institutional autonomy between the state universities and the community junior colleges is a matter of some concern to the Council.

Recommendation 6. – The Council recommends that the Board of Regents continue to serve as the governing board of all state universities, but that it delegate management decisions to the institutional level and concentrate on systemwide coordination and policy.

Department of Education

The incorporation of the state university system into the division of universities of the Department of Education was, in the opinion of the Council, a necessary move in the direction of overall post-high-school educational coordination. The advantages and disadvantages of such a move may depend more upon the specific adjustments in operating procedures than upon the basic concept embodied in the move. A single system of public education through post-doctoral levels is a desirable goal, but one which will require continuous refinement and adjustment on the basis of experience.

Recommendation 7. – The Council recommends that the reorganization of the state department of education into four divisions, pursuant to the State Government Reorganization Act of 1969, be retained; but that the functions of the divisions be more specifically delineated and that they be given final responsibility under the Commissioner of Education and State Board of Education Regulations, or statutes, for all decisions which relate solely to the respective divisions.

PROGRAM PLANNING AND INFORMATIONAL NEEDS

Budgetary program planning

Numerous recommendations in this document relate to the need for determination of educational program costs so that educational planning and operational practices may be responsive to legislative intent through budgetary allocations. The difficulties are formidable but not insurmountable. The separation of post-high-school educational program costs and productivity from other educational costs and productivities is but a first step in this necessary development. Further separation of post-high-school educational programs by level and type must be apparent in budget documents in order for funds to be appropriated in a manner that assures response to policy decisions.

Recommendation 8. – The Council recommends that the development of a planning-programming-budgeting system for all public post-high-school education be continued with the following provisions:

a) that the system be scheduled for implementation during the 1971-72 fiscal year;

b) that, in the interim, the State Board of Education, the Department of Administration, the Governor, and the Legislature review the current budgetary formulas and procedures to determine desirable alternatives for encouraging systemwide coordination through the budgetary process;

c) that the Department of Education immediately establish procedures that will provide visibility to post-high-school educational program costs.

Educational information system

The collection of compatible data concerning facilities, enrollments, and related matters is necessary if meaningful aggregations are to be possible for the post-high-school educational sector and the organizational and program components of this sector. Criteria, standards, and formats are not to be expected on a compatible basis unless some agency is assigned the responsibility for such coordination elements.

Informational needs may be separated into two broad categories: (1) accountability (after-the-fact) information, and (2) management (current operations) information. Management information must provide for project planning needs. The desire to satisfy accountability requirements which are essential to the proper execution of any project or task should not be a detriment to the development of those characteristics of an educational information system which are designed to meet the needs for operational planning.

Recommendation 9. – The Council recommends that the development of procedures and systems for an educational information system should, primarily, be the responsibility of the staff of the Department of Education. Within the information pattern developed by the department staff, the divisions should generate information for departmental use and divisional management. The independent sector should be encouraged to participate.

Meeting informational needs

At the institutional level, an educational information system should provide for information to, from, and about students. In particular, planning purposes require that individual course and program productivity measures be established so that evaluation of programs may utilize the principle of management by exception. Evaluation of courses and programs for resource allocation purposes also depends upon a knowledge of student progress following participation in the educational course or program. As an example, in occupational education the relationship between educational objectives and performance must be based upon specific occupational placement information generated by follow-up studies of graduates and non-graduates.

Recommendation 10. – The Council recommends that each of the divisions of the Department of Education with a responsibility for post-high-school education:

a) make provisions to meet the informational needs of all prospective students so that students may be counseled with reference to programs of greatest benefit and relevance;

b) develop and maintain occupational placement information by on-the-job follow-up studies of graduates and non-graduates, by educational program;

c) undertake continuous analyses of individual course and program productivity.

CHAPTER V

INSTITUTIONAL CAPACITIES AND AREA NEEDS

Facilities planning and capital outlay projections both require continuous analyses of educational space inventory and utilization. These analyses must be made for each building on each campus of each post-high-school educational institution. Common classification schemes for room types, organizational units, and subject fields must be established if aggregations of data by program, institution, and educational system are to be possible and meaningful.

STATE PLANNING COUNCIL

Space utilization standards

Certain types of space in an educational institution are assigned for use on a scheduled basis. Other types are assigned for use on a non-scheduled or allocated basis. For scheduled spaces, standards of space utilization must include: (1) student station size in net assignable square feet; (2) periods of use per week for the total space under consideration; (3) percentage of occupancy to be expected, i.e., the percentage of student stations occupied when the room space is in use; and (4) the number of periods per week that a student station is utilized per full-time equivalent student.

These standards may be established on the basis of past usage patterns and analyses of good practices. The standards chosen determine the conversion of estimated full-time equivalent enrollments into net assignable square feet of facilities needs. These factors vary by program level as well as by room type, so both enrollment projections and space utilization standards must be subdivided according to these categories.

Non-scheduled or allocated space must be subjected to other types of space utilization standards such as the following:

1) For library, reading rooms and carrels, a student station size in net assignable square feet (NASF) and a percentage of using group seated at one time constitute the standard.

2) For offices, auditoriums, museums, theaters, library service areas and stack spaces, and research spaces, the standard consists of a square-footage allotment per relevant measure – such as students, faculty, library volumes, or staff positions.

3) The standards for certain types of spaces are expressed in terms of a percentage of the square-footage for various combinations of other types of space. Spaces treated in this fashion include learning resources space and physical plant service space.

Net assignable square feet may be converted to gross square-footage by use of standard conversion factors. Cost standards per gross square foot for each type of space permit the determination of total dollar needs after subtraction of existing inventory.

Cost standards for utilities and site development are based on percentages of the cost for all other space. The cost standard for renovation is based on a lump sum derived from historical comparisons.

Suggested space utilization standards to meet Florida's needs are detailed in Appendix F.

Recommendation 11. – The Council recommends that the space utilization standards developed by the Legislative Interim Committee on Higher Education, October 1968, as revised by the Department of Education, November 1969, be adopted by the proposed State Planning Council for Post-High-School Education.

Planning functions

Space utilization standards as described above must be continuously evaluated and revised to meet changing conditions and to reflect the benefits of experience. Also, since most of the utilization standards are student-based, standards must be adopted for the measurement of the student population in equivalent terms for each program level and institutional setting.

The projection of enrollment estimates into future years involves demographic measures of birth rates, migration patterns, economic indices, past enrollment and population patterns, and other factors. The importance of an accurate enrollment projection system for comprehensive educational planning cannot be overstated. Accurate forecasts of future enrollments must form the foundation for realistic planning.

The state of the art in enrollment projections in the United States runs the gamut from coarse speculation to highly developed computer models. In most instances the methods, if they are at all sophisticated, are geared to local conditions and availability of data. Most of the methods lack validation.

Full-time-equivalent student enrollments for Florida's public institutions of higher education, until recently, have been reported and utilized for budget planning purposes as fall-term enrollments. The enrollment by level has varied from the fall-term figure for each of the other terms during the year; but, except for the summer-term, these variations were not reflected in the budget calculations.

The presently utilized three-quarter average full-time-equivalent enrollment has the advantage of (1) providing a more accurate measure of utilization and needs over the nine-month academic year, and (2) providing a policy incentive to institutions to encourage full and equal utilization of resources for all terms of the academic year.

Budgetary computations based on four-quarter average full-time-equivalent enrollments are under consideration in order to extend these advantages to cover the summer-quarter utilization of resources.

Recommendation 12. – The Council recommends that the proposed State Planning Council for Post-High-School Education be assigned the following additional functions:

a) to evaluate and revise space utilization standards and procedures and to continuously review the implementation of such procedures by all public post-high-school educational institutions;

b) to give particular emphasis at this time to the adoption of procedures required to attain four-quarter utilization of facilities by 1977;

c) to establish enrollment projection standards and procedures and to continuously review the implementation of such procedures by all public post-high-school educational institutions;

d) to establish criteria and to determine needs on the basis of these criteria for new public post-high-school educational institutions.

STATE UNIVERSITY SYSTEM

Limitations on institutional enrollments

Economies of scale may be realized from growth in institutional enrollments, and more especially from growth in enrollments for each separate campus of the same or different institutions. Studies in California and Illinois have clearly demonstrated that – when certain levels of enrollment are exceeded – serious academic, campus, and community sociological problems are encountered to a degree that brings about a reversal in the marginal economies.

There is also a set of advantages that may be attributed to the establishment of each campus entity. Both the campus-identity element and the dispersal of resource concentrations that result from the establishment of additional campuses are factors which favor a limitation on the size of each campus.

Projected enrollments for the state university system for 1979-80 may be accommodated on a statewide basis by the nine state universities already established provided that limitations are placed on the size of individual campuses and that admissions to state universities are determined on a priority basis – thereby encouraging distribution of enrollments throughout the system. An analysis of institutional capacities for Florida's state universities suggests that an upper limit of 15,000 on enrollment for separate university campuses would be desirable for optimal utilization of resources and satisfaction of area needs. In the special cases of the University of Florida, Gainesville campus, and the Florida State University, Tallahassee campus, higher upper limits of 26,000 are justified on the basis of maximum utilization of existing facilities.

Recommendation 13. – The Council recommends that a limitation of 26,000 full-time-equivalent students, computed on a four-quarter average basis, be applied to enrollments of the University of Florida, Gainesville campus, and Florida State University, Tallahassee campus, and that a similar limitation of 15,000 be applied to other individual campuses of any state university.

Enrollment guidelines

The development of upper-division state universities, and the emphasis placed on the community junior colleges as the major component for public lower-division undergraduate collegiate enrollment, represent policy decisions that are endorsed by the Council. Consistency requires that the policy of stabilization of lower-division enrollment in the state university system be continued and that any new state universities established in the future be restricted to institutions of the upper-division type.

Recommendation 14. – The Council recommends that the stabilization of lower-division enrollment in the state university system be continued, and that all universities established in the future be restricted to institutions offering upper-division and graduate programs only.

Meeting area needs

Institutional enrollments are influenced greatly by the characteristics and size of the population in the surrounding community, as well as by the number and type of other educational institutions and opportunities in the vicinity. The interrelationships between faculty, students, and administrations of post-high-school educational institutions, both public and private, within a community or region, are primary environmental influences that should be considered in the determination of institutional roles and scopes.

For either state universities or community junior colleges, these community interrelationships are best coordinated by a single institutional identity with multiple campuses.

Recommendation 15. – The Council recommends that the Board of Regents develop plans to meet the needs for additional university facilities on a regional basis through multi-campus institutions. The proposed State Planning Council for Post-High-School Education should review these plans to determine the desirability and nature of regional cooperation among all components of public and independent post-high-school education.

CHAPTER VI

GRADUATE, PROFESSIONAL, AND UNDERGRADUATE COLLEGIATE EDUCATION

UNDERGRADUATE COLLEGIATE EDUCATION

Public undergraduate collegiate education in Florida is presently offered in two institutional settings – community junior colleges and state universities. These institutions are organized into two separate but interrelated educational systems. The growth of Florida's post-high-school educational system, in both enrollment and in numbers of institutions, dates from the formation in 1905 of a system of public higher education composed of three institutions – a state university, a state college, and a state normal school.

In 1970, nine state universities are located within one hour's driving time of 85 per cent of the state's population, and twenty-eight community junior colleges are located within commuting distance of approximately 99 per cent of the population.

Community junior colleges

Community junior colleges are organized and operated as institutions of higher learning under the control of local district boards of trustees, with financial and program coordination furnished by the division of community colleges of the Department of Education. The State Junior College Council serves in an advisory capacity to the division of community colleges.

The community junior colleges, in addition to offering vocational-technical programs and adult education programs, also offer a wide range of programs under the broad classification of college or university parallel programs which are designed to prepare students for entry at the junior-year level in four-year colleges and universities. These parallel programs, which are of two years duration, culminate in the associate of arts degree.

A student may select from a number of curricula designed to provide a foundation for the more traditional programs at the four-year college or university. Regardless of the intended area of specialization, all general academic programs for the associate of arts degree require a minimum of 36 semester hours in general education.

State universities

The Florida Board of Regents, as director (executive head) of the division of universities of the Department of Education, is responsible for coordinating and governing the state universities under the overall direction and control of the State Board of Education. Coordination is facilitated by the fact that the Board of Regents approves all proposed academic programs as well as institutional operating and capital budgets. The Chancellor of the State University System, as

chief executive officer of the Board of Regents, carries out with his staff the administrative and coordinating functions within the framework of policies established by the Board of Regents, including the review of proposed academic programs, institutional budgets, and construction plans.

The state universities offer bachelor's degrees in all of the recognized major areas of academic study including the arts and sciences, business, engineering, home economics, social welfare, education, journalism, library science, music, and architecture. Four years of undergraduate education are offered by five of these institutions – Florida Agricultural and Mechanical University, Florida State University, Florida Technological University, the University of Florida, and the University of South Florida. Florida Atlantic University, the University of West Florida, and the new universities in Jacksonville (University of North Florida) and Miami (Florida International University) offer and will offer only graduate study and the last two upper-division-level years of study.

A student who has successfully completed his freshman and sophomore years in a state university or who has successfully completed the university parallel program of a community junior college is eligible for admission to upper-division study. Since some upper-division programs have special requirements that all students must meet, a community junior college student who has successfully completed the university parallel program may be required to make up additional lower-division prerequisites.

Enrollment trends

Public undergraduate-level FTE enrollment in Florida increased from 52,396 in the fall of 1963 to 113,140 in the fall of 1969 and is projected to reach 217,672 in 1979. The greatest enrollment gain in the next 10 years, as shown in Table 7, will occur at the upper-division level due largely to the growing output of the community junior colleges. When lower-division enrollment is considered separately, it may be seen that the community junior colleges' share has increased rapidly and is expected to account for almost three-fourths of the total lower-division enrollment by 1979-80.

TABLE 7. – Fall-term FTE enrollments for general academic programs in community junior colleges; lower-division and upper-division enrollments in the state university system: actual, 1963-64 and 1969-70; projected, 1979-80

YEAR	COMMUNITY JUNIOR COLLEGES		STATE UNIVERSITIES[a]				TOTAL	
			Lower Division		Upper Division			
	FTE	%	FTE	%	FTE	%	FTE	%
1963-64	24,155	46.1	17.361	33.1	10,880	20.8	52,396	100.0
1969-70	59,155	52.3	23,745	21.0	30,240	26.7	113,140	100.0
1979-80	89,551	41.1	31,724	14.6	96,397	44.3	217,672	100.0

[a]Excludes enrollments for Institute of Food and Agricultural Sciences and Miller Health Center at University of Florida; includes off-campus enrollments in continuing education.

Source: Division of Community Colleges; *Fact Book*, Florida Board of Regents; and *CODE*, Florida Board of Regents.

Lower division emphasis

In the decade of the 1960's, the community junior colleges supplanted the state universities as the principal component for lower division enrollment. This trend is expected to continue through the 1970's. The Council believes that the lower division of the state university system should henceforth complement the lower-division programs of the community junior colleges. This function of complementarity can best be accomplished by orienting the admissions policies of the lower division of the state university system toward those students desiring to enroll in programs, such as architecture, which are least susceptible to a demarcation between lower and upper divisions. In addition, the establishment of a representative group of lower-division students in the state university system can be used as a basis for evaluation of the instructional programs in the community junior colleges. In the meantime, it would be well for the proposed State Planning Council for Post-High-School Education to explore the possibility of either phasing out the lower-division enrollment in the state university system or fully expanding this enrollment at all state universities.

Recommendation 16. – The Council recommends that the community junior colleges receive increased emphasis as the principal component for lower-division enrollment in public higher education, and that the lower-division programs in the state university system be oriented more toward a complementarity with the general academic programs of the community junior colleges. Notwithstanding this recommendation concerning the role of the lower division of the state university system, the Council also recommends that the proposed State Planning Council for Post-High-School Education undertake a study designed to explore the phasing out of all lower-division enrollments in the state university system by 1980 or, alternatively, the full expansion of lower-division programs at all state universities.

Comparable funding

Both the method and the level of funding for lower-division programs of the state universities and for comparable general academic programs of the community junior colleges have been less than uniform. The same is true for comparable occupational programs of the area vocational-technical centers and of the community junior colleges. To establish comparable funding levels would require the identification and isolation of program costs as distinguished from other institutional costs. Such determination of program costs has already been recommended in Chapter IV (Recommendation 8).

Recommendation 17. – The Council recommends that the concept of comparable funding for comparable educational programs, with deviations requiring specific justification, be applied to all components of public post-high-school education.

Upper-division state universities

Florida is a recognized pioneer in the development of upper-division institutions of higher learning. With the rapid expansion of the community junior college system, especially with respect to the general academic associate-degree output of these institutions, the upper-division university appears to be the logical kind of university to add to the state's system of public post-high-school education.

Initial studies at upper-division universities in the state have highlighted the special characteristics and problems of these institutions. For example, it is known that the upper-division universities, like the community junior colleges, attract a larger proportion of students from lower socioeconomic backgrounds, and that these students have greater occupational interests in comparison to students attending the traditional universities. These institutions also serve a substantial number of citizens who are employed full-time and are unable to take full course loads.

These facts point up two very important implications: (1) strong coordination and articulation between the upper-division universities and the community junior colleges is essential if the former are to successfully fulfill their objectives; and (2) the upper-division universities are in a disadvantageous position regarding the funding of upper-division programs in the state university system due primarily to their relatively large part-time enrollments.

It is clear the upper-division universities differ considerably from the traditional universities. These differences must be accounted for in future planning for post-high-school education in Florida.

Recommendation 18. – The Council recommends that the upper-division universities, in recognition of their special characteristics and special programs, be accorded special attention with respect to:

a) the necessity for strong coordination and articulation between these institutions and the community junior colleges in joint efforts to meet the needs of students with greater occupational interests and from lower socioeconomic backgrounds;

b) the present disadvantageous position of these institutions with respect to university funding at the upper-division level.

GRADUATE AND PROFESSIONAL EDUCATION

In recent years graduate and professional enrollment in the state university system has risen markedly. In the fall of 1963, this category of enrollment accounted for 6.8 per cent of the total FTE students in the system. By the fall of 1969 the percentage had reached 16.9 per cent. In the absence of policy constraints on the growth of graduate enrollments in the state universities, present trends would indicate (as shown in Table 8) that such graduate enrollments will account for approximately one-fifth of the total FTE enrollment in the state university system by 1979-80.

Expansion of programs

The unbridled expansion of graduate and professional enrollments in the 1960's based upon student demand and institutional resources, has at least three serious implications: (1) the possible dilution of quality programs; (2) the increased cost occasioned by this level of education; and (3) the relatively disproportionate allocation of resources at the expense of other worthwhile educational efforts at the undergraduate level.

TABLE 8. – Fall-term FTE graduate enrollments[a] in the state university system, by beginning-graduate and advanced-graduate categories: actual, 1963-64 and 1969-70; projected, 1979-80

YEAR	BEGINNING GRADUATE ENROLLMENT		ADVANCED GRADUATE ENROLLMENT		TOTAL GRADUATE ENROLLMENT	
	FTE	%[b]	FTE	%[b]	FTE	%[b]
1963-64	---[c]	---	---[c]	---	1,971	6.8
1969-70	8,015	12.3	2,975	4.6	10,990	16.9
1979-80	26,361	16.1	7,239	4.4	33,600	20.5

[a]Including professional enrollments in both beginning-graduate and advanced-graduate categories, according to academic discipline.

[b]Percentage of total FTE enrollment in the state university system; 28,987 in 1963-64; 64,975 in 1969-70; 163,721 in 1979-80. All enrollment figures include off-campus enrollments but exclude enrollments in Institute of Food and Agricultural Sciences and in Miller Health Center at University of Florida.

[c]Beginning-graduate enrollments and advanced-graduate enrollment not available separately for 1963-64.

Source: Florida Board of Regents.

Further expansion of these costly programs should be governed by the manpower needs of the state and the nation. The present buyers' market for graduate talent which exists nationwide is indicative of the possible justification for restricting this level of enrollment in certain fields. The Council favors the imposition of restrictions limiting graduate and professional programs to an annual increase related to the increase in enrollment for the upper division of the state university system.

If, for example, the increase in beginning-graduate enrollment were limited to 50 per cent of the percentage increase in upper-division enrollment, and the increase in advanced-graduate enrollment were limited to 25 per cent of the percentage increase in upper-division enrollment, the total projected fall-term FTE graduate enrollment in 1979-80 would be less than half of that projected in Table 8.

Until the manpower needs for the various levels of graduate and professional expertise are determined, the Council is inclined toward limitations of the type described.

Recommendation 19. – The Council recommends that the standard for the expansion and establishment of graduate and professional programs in the state university system be the relationship between these programs and the needs of the nation, and particularly the state, for these levels of expertise; and that, pending such analysis, the graduate and professional programs be limited to an annual percentage increase in enrollment related to the increased enrollment of the upper division of the state university system.

Allocation of programs

Related to the expansion of graduate and professional programs is the allocation of such programs among the state universities. Since quality is to be the keynote of the 1970's, it seems most feasible to locate these programs, along with specialized upper-division programs, in those institutions where the programs will have the greatest likelihood of reaching quality status. Consideration should be given first to the historical strengths of the older established state universities. Secondly, consideration should be given to placing such programs at those universities which provide the optimal external laboratory in those disciplines, such as the social sciences, which draw strongly upon the immediate community as a laboratory.

Recommendation 20. – The Council recommends that graduate and professional programs, as well as specialized undergraduate upper-division programs, be allocated among the state universities on the basis of a standard providing for the location of such programs where the programs will have the greatest likelihood of gaining distinction.

Contract grant programs

Economies in graduate and professional education may be realized through an expansion and extension of contract grant programs between the state and independent institutions of higher education. These contract grant programs should be limited to specialized, high-cost, priority programs. For many years, for example, the state has been subsidizing the University of Miami for each Florida resident enrolled in its medical school, with substantial savings and benefit to the people of Florida.

Recommendation 21. – The Council recommends that more extensive use be made of contract grant programs with independent post-high-school educational institutions for specialized and high-cost priority programs at the graduate and professional levels.

CHAPTER VII

VOCATIONAL AND TECHNICAL EDUCATION

The purpose of vocational and technical education is to prepare people for employment or to upgrade them in their jobs and assist them in achieving employment stability. It is concerned with training and retraining in occupations not requiring a baccalaureate degree or classified as "professional," although the term *para-professional* has come to be used in connection with many of these occupations.

ORGANIZATION, PROGRAMS, AND ENROLLMENT

Florida's public post-high-school vocational and technical education programs are presently offered in three specific institutional settings: (1) secondary schools, (2) area vocational-technical centers, and (3) community junior colleges. The secondary schools and the area vocational-technical centers operate under the supervision and control of county boards of education. The community junior colleges operate under the supervision and control of college boards of trustees. Responsibility for the promotion, coordination, supervision, and general administration of vocational and technical education programs lies with the division of vocational education of the Department of Education.

Public post-high-school occupational education in the state is organized around seven major occupational fields – agriculture, business, distribution, health, home economics, industrial, and technical. The community junior colleges tend to give considerable emphasis to health occupations and to technical, distribution, and business education. The secondary schools and area vocational-technical centers, in contrast, give considerable emphasis to agricultural, industrial, business, and home economics education.

The full-time-equivalent student enrollment in county-based post-high-school occupational education programs increased by slightly more than 60 per cent in the six-year period 1963-64 through 1969-70, as shown in Table 9, while the county-based *share* of the total occupational enrollment decreased from more than three-fourths to less than one-half. During this same period, occupational enrollments in the community junior colleges increased more than six-fold, from a relative share of less than one-fourth to more than one-half.

Projections for such occupational enrollments to 1979-80 have been prepared by the division of vocational education and the division of community colleges of the Department of Education. Such projections, as shown in Table 9, indicate a more-than-two-fold increase in total occupational enrollments, with the community junior colleges accounting for an even greater percentage of the total.

TABLE 9. – Post-high-school FTE student enrollments in occupational education for county-based programs and community junior college programs: actual, 1963-64 and 1969-70; projected, 1979-80.

YEAR	COUNTY–BASED PROGRAMS		COMMUNITY[a] JUNIOR COLLEGES		TOTAL	
	FTE	%	FTE	%	FTE	%
1963-64	9,612	78.2	2,684	21.8	12,296	100.0
1969-70	15,510	44.3	19,508	55.7	35,018	100.0
1979-80	33,534	41.7	46,923	58.3	80,457	100.0

[a]Includes both credit and non-credit occupational enrollments.

Source: Division of vocational education and division of community colleges, Department of Education.

TERMINOLOGY

Associate-degree programs in technical education and other occupational fields are generally recognized as "college-level" programs which, although designed to prepare students as para-professional personnel for immediate entry into the world of work, may also be used as transfer programs for special bachelor-degree curricula at selected institutions.

The distinction usually made between these credit programs and other non-credit occupational programs is not consistent with the differences in achievement levels and academic performance.

Recommendation 22. – The Council recommends that separate distinguishing references be employed for purposes of identification of, and distinction between, non-degree-credit occupational education and associate-degree technical education.

CAREER COUNSELING

Pre-counseling courses

One of the difficulties connected with bringing meaningful opportunities for occupational education within the reach of students whose needs can be met by these opportunities is the initial difficulty of imparting the basic information on which the student may act intelligently in seeking further guidance and assistance. The student's decision-point for opportunities in occupational education occurs at an early age and with startling suddenness as the student approaches the end of secondary education.

Recommendation 23. – The Council recommends that, in order for a student to acquire a broad exposure to occupational alternatives prior to the necessity for selecting a post-high-school institution, courses relating to the world of work, career guidance, and industrial orientation be included as an integral part of the educational process at the secondary and pre-secondary levels.

Career counselors

Present counseling efforts at the various levels of public education are characterized by an emphasis on academic rather than occupational counseling, by a shortage of occupationally-oriented counselors, and by a limited supply of professionally-trained counselors. The use of para-professional personnel has proven to be an excellent solution to similar problems in other professional areas.

Working under the direction of a professional counselor, a para-professional career counselor can provide an enthusiastic and sympathetic approach to occupational counseling. Furthermore, such para-professionals can be trained and made available to meet the needs in a relatively short time through special associate-degree and bachelor-degree programs for career counselors.

Recommendation 24. – The Council recommends that the following immediate steps be taken to alleviate the critical need for occupationally-oriented counselors for career guidance in pre-secondary, secondary, and post-secondary education:

a) Preparation of professional and para-professional career counselors for the public education systems should include a special emphasis on approaches to the needs of the socially, culturally, and economically disadvantaged students, as well as to the needs of all students for career guidance and orientation to the world of work in industry and commerce.

b) Special two-year associate degree and four-year bachelor-degree programs for the preparation of para-professional career counselors should be developed and offered at selected universities and community junior colleges. Special certification requirements should be established for the employment of such para-professional career counselors at all levels of the public education system.

Scholarships for career counselors

The acute need for occupationally-oriented para-professional career counselors and the newness of this educational and work opportunity require that the state, in self interest, provide incentive and encouragement for persons desiring to enter this field of work.

Recommendation 25. – The Council recommends that a special scholarship fund be established to encourage the preparation and employment of para-professional career counselors for the public education system.

Local coordination of counseling

The establishment of local coordinating agencies in community junior college districts which also include an area vocational-technical center has been recommended in Chapter IV (Recommendation 3). Such local coordinating agencies would be well-situated to coordinate counseling activities within the district. Coordination is needed to insure that students are made fully aware of the total range of educational opportunities within the district.

Recommendation 26. – The Council recommends that the proposed local coordinating agencies in community junior college districts be given special responsibilities for developing recommendations concerning coordination of counseling activities – insofar as such activities relate to employment opportunities – at all educational levels within the area served, with the recommendations to be submitted to the appropriate district or county board, to the Commissioner of Education, or to the State Board of Education.

PROPRIETARY VOCATIONAL SCHOOLS

A large number of private proprietary vocational schools operate within Florida. Many of these institutions provide excellent educational opportunities at reasonable cost and with a sincere regard for the well-being of the students. Their efforts, and the efforts of public and independent educational institutions, are hampered by the activities of some private proprietary vocational schools which do not meet minimum standards of responsibility.

Planning for public occupational education programs should recognize the contribution being made by meritorious private proprietary vocational schools, but should at the same time provide some protection to the public by an insistence on minimum standards for such schools.

Recommendation 27. – The Council recommends that statutory provisions for the registration, licensing, and maintenance of minimum standards for private proprietary vocational schools be established, and that such institutions and programs be evaluated and considered in the development of public programs of vocational and technical education.

CHAPTER VIII

FLORIDA INDEPENDENT HIGHER EDUCATION

Any overall long-range planning for post-high-school education in Florida must necessarily devote serious attention to the state's independent colleges and universities. The need for involving the independent institutions in any statewide assessment of higher education was stressed by the Council for the Study of Higher Education in Florida in its 1956 report. The decade following this report saw very little accomplished toward meeting this need.

FLORIDA'S INDEPENDENT INSTITUTIONS OF HIGHER EDUCATION

Of the twenty-four independent colleges and universities in Florida maintaining some form of status with the Southern Association of Colleges and Schools, six are junior colleges. Three of these junior colleges are fully accredited. The remaining eighteen independent institutions, of which sixteen are fully accredited, offer the bachelor's or higher degree. Fourteen of the sixteen accredited four-year degree-granting institutions are members of the Independent Colleges and Universities of Florida, Inc. (ICUF), with headquarters in St. Petersburg.

COOPERATIVE PLANNING AND COORDINATION

In 1968 the Select Council on Post-High-School Education undertook a staff study which culminated in the publication of a comprehensive report, *Present Status and Future Direction of Florida Independent Higher Education,* by Bruce W. Stender, in June 1969. This cooperative planning effort was undertaken with the full support and participation of the ICUF member institutions. The report concluded that financial stability was clearly the most crucial variable relative to the future of independent higher education in Florida.

The proposed State Planning Council for Post-High-School Education as recommended in Chapter IV (Recommendation 1) constitutes a concerted effort to provide a partial remedy for the lack of cooperative planning and coordination between the public and private sectors of Florida post-high-school education. This proposed Council provides for the active participation by the independent institutions in all future overall planning of educational activity beyond the high school.

To assure an accurate picture of the future needs of the independent sector, it is necessary that continuous financial analyses as well as a role and scope review of the various institutions be pursued. Such activities should be conducted with a view toward developing possible alternative

measures with respect to the financial problems of the sector. For these purposes and for other related matters of particular concern to Florida's independent colleges and universities, a special commission is needed to give even greater emphasis to contributions by the independent sector in overall statewide planning efforts.

Recommendation 28. – The Council recommends that a Florida Independent Higher Education Commission be established:

a) to have a membership composed of members from the proposed State Planning Council for Post-High-School Education, representatives from Florida's independent colleges and universities, and the public;

b) to conduct a review of the future role and scope of independent higher education;

c) to gather and present information of a financial nature on Florida's independent higher education to the proposed State Planning Council for Post-High-School Education;

d) to develop and recommend procedures whereby such independent institutions in Florida not accredited by the Southern Association of Colleges and Schools are registered and licensed by the state on the basis of minimum standards;

e) to report to the proposed State Planning Council for Post-High-School Education, the Commissioner of Education, and the State Board of Education by March 1, 1972.

FORMS OF STATE AID

Tuition equalization grant program

Many proposals have been initiated in recent years to mitigate the financial barrier resulting from the high tuition at independent institutions. There is a growing awareness throughout the nation of the tax savings inherent in the private sector of education, and of the importance of considering ways by which the state can help the private sector. According to the Council on State Government, the issue of state aid to private schools was introduced in at least thirty-one legislatures in 1968.

With these trends in mind, but also mindful of the caution and careful attention to detail that such a subject requires, the Council has moved to meet the needs of Florida and of Florida's independent colleges and universities.

Recommendation 29. – The Council recommends the establishment of a tuition equilization grant program to provide:

a) a subsidy based on the difference in tuition and fee charges of the state universities and a predetermined ceiling representative of the average tuition and fee charges of accredited independent Florida higher education institutions;

b) that student eligibility for participation should be based on need as determined by the Florida Student Scholarship and Loan Commission;

c) that in its initial phase the program should be limited numerically, and possibly to students in their junior and senior years;

d) that statutory provisions be included for the registration of participating institutions with the state and the submission of necessary information to the proposed State Planning Council for Post-High-School Education for purposes of coordination of comprehensive educational planning for public and independent post-high-school educational institutions.

Management advisory services

Further assistance to the independent sector may take the form of management and fiscal advisory services offered by the state through the State Board of Education and the proposed State Planning Council for Post-High-School Education. The aim of such assistance would be more effective and efficient operation and the consequent greater stability of independent higher education in Florida.

Recommendation 30. – The Council recommends that the state, through the State Board of Education and the proposed State Planning Council for Post-High-School Education, make available management and fiscal advisory services to Florida's independent institutions of higher education.

State bonding authority

Pursuant to 1969 legislation, county higher education bonding authorities – whereby independent institutions might avail themselves of tax-free bonds for the construction of additional needed physical facilities – were authorized to be established without a pledge of the full faith and credit of any governmental agency. The establishment of such an authority at the county level – as in Dade County in December of 1969 – was a stop-gap measure providing limited relief in special situations. If the approach is successful, a similar statewide approach would be warranted.

Recommendation 31. – The Council recommends that the proposed State Planning Council for Post-High-School Education review the effectiveness of county higher education bonding authorities for public and independent educational institutions; and, on the basis of such a review, consider the possibility of establishing a state higher education bonding authority.

CHAPTER IX

EXPANDING EDUCATIONAL OPPORTUNITIES

POST-SECONDARY EDUCATIONAL OPPORTUNITIES AND THE NEGRO STUDENT IN FLORIDA

In 1968 the Southern Regional Education Board (SREB), on behalf of the Select Council on Post-High-School Education, contracted to undertake a study of post-secondary educational opportunities for Florida's Negro citizens. The report of this study, *Post-Secondary Educational Opportunities and the Negro Student in Florida,* was published in June 1969 by the SREB's Institute for Higher Educational Opportunity.

Post-high-school Negro enrollment

The 1968 fall-term post-high-school enrollment in Florida included 182,350 degree-credit students. According to the survey of Negro enrollment conducted as a part of the SREB study, 15,411 Negro students were enrolled in the institutions to which questionnaires were sent. An additional 8,701 Negro students were reported as being enrolled in programs of a post-secondary nature conducted through the system of public schools. These students were located mainly in three counties: Broward, Dade, and Pinellas. By including both groups of students – those in post-secondary institutions and in county-based programs – the survey identified 24,112 Negroes enrolled.

Public-school programs accounted for the greatest percentage (36.1 per cent) of this total 1968 Negro enrollment in Florida post-high-school education, followed by the community junior colleges (with 28.6 per cent), as shown in Table 10. Public institutions accounted for the majority (85.7 per cent) of this enrollment.

Educational opportunity

Meaningful educational opportunity requires that real access to educational programs be available to all citizens. This truism focuses attention on the measurable results of educational opportunity as contrasted to explanations concerning availability of such opportunities. In vocational education, access to productive employment opportunities is an integral part of the assessment of the educational opportunity itself.

TABLE 10. — Negro students enrolled in post-high-school education in Florida, Fall, 1968

INSTITUTIONS	STUDENTS	
	No.	%
State Universities	4,636	19.2
Community Junior Colleges	6,889	28.6
Area Vocational-Technical Centers	447	1.8
Public-School-Vocational-Technical Programs	8,701	36.1
(Total Public)	(20,673)	(85.7)
Independent Predominantly White Institutions	665	2.8
Independent Traditionally Negro Colleges	2,774	11.5
(Total Independent)	(3,439)	(14.3)
Total	24,112	100.0

Source: Institute for Higher Educational Opportunity, Southern Regional Education Board, *Post-Secondary Educational Opportunities and the Negro Student in Florida,* 1969.

Recommendation 32. — The Council recommends that all necessary steps be taken to insure that access to vocational education programs is available to all of Florida's citizens.

Institutional roles and potentials

The services of all types of institutions engaged in education beyond the high school are required if Florida is to provide expanded and improved opportunity resources for Negro citizens. To achieve maximum benefits from participation, each institution needs to identify the roles it may best play. At the same time, some procedure is needed to provide a means of coordination of institutional planning.

Community junior colleges and area vocational-technical centers

Community junior colleges and area vocational-technical centers play a critical part in educational opportunity programs. In fact, it is difficult to see how a state could possibly meet the needs of its Negro citizens without the contribution of these institutions. There is abundant evidence from studies made across the nation that institutional effectiveness may be greatly enhanced through the establishment of certain objectives and the implementation of these objectives with staff and budgetary support. Among these objectives are:

1. *The need for an analysis of compensatory or guided programs to overcome educational deficiencies.* The need exists for the creation of a mechanism – on both a campus and an interinstitutional basis – to determine what efforts are effective with various kinds of disadvantaged students. A study by the College Entrance Examination Board noted that,

> Although the careful assessment of student's performance is frequent and practically universal on all levels of American education, the careful appraisal of educational programs is rare. It is not surprising, therefore, that very few of the compensatory programs in higher education have been systematically evaluated. That more of them be so evaluated is essential if the profession is to have reliable guidelines for further development.

2. *The development of a concerted effort to recruit more black students.* More is required than the announced concept that the community junior college is the "available" institution geared to meet the needs of students from a given geographical location. A concerted effort would include: (1) improved contact not only with high school counselors – especially those who happen to be black – but with potential students and their parents; (2) the expansion of financial assistance possibilities; (3) the augmentation of counseling staffs and faculties with Negroes and others sensitive to the needs of black and white disadvantaged students; and (4) recognition of the need to relate academic and training programs to real employment opportunities for Negroes in the community.

3. *Communication between community junior colleges and vocational-technical centers in the same community.* Many disadvantaged students have not had a chance to develop realistic vocational and educational goals. Many dropouts might be salvaged for further education through the utilization of the combined community resources of training beyond high school. Coordinated counseling and flexibility in transfer procedures are highly desirable.

The statutory establishment of a local coordinating agency in each community junior college district having a separate area vocational-technical center has already been recommended in Chapter IV (Recommendation 3). A recommendation of Chapter VII (Recommendation 26) was to the effect that these local coordinating agencies should be given special responsibilities for coordination of counseling activities – insofar as such activities relate to employment opportunities – at all levels within the area served.

State universities

The public sector in higher education is, of course, charged with the responsibility for meeting the needs of all citizens. It is therefore assumed that all state universities are concerned with post-high-school education of Negroes. The major task is therefore role and scope planning so that the total resources of the state's universities are effectively used.

With respect to the predominantly white public universities, it seems that a realistic approach would include greater orientation toward the enrollment of black students who have completed junior college programs. This orientation would have as its basis: (1) the recruitment of black students; (2) acceptance of academic performance at the junior college as the criterion for admission; and (3) the availability of student aid funds reserved for transfer students. Of particular concern also would be the need to carefully review the academic retention standards at the junior-year level in terms of the degree to which "transfer shock" might affect the performance of black students.

As the states which historically had a dual system of higher education move toward a single-system concept, special consideration must be given to the role which the traditionally Negro public universities might now fulfill. In Florida there is only one such university. It is to be expected that Florida A & M University will continue to play a highly significant role in providing educational opportunity for Negro students, but it will do so within the context of total state resources and with an orientation toward providing its services to all citizens. Much thinking has already taken place to define the role and scope of Florida A & M University in the years ahead – by the Chancellor of the Board of Regents and his staff, by the administration and faculty of the university itself, by alumni, and by students. A number of ideas which have reached varying degrees of maturity are presented briefly as illustrations of potential programs appropriate for the university's future.

1. Because Florida A & M University has had a particularly rich experience in the education of the disadvantaged student, it should continue to offer special work in this field – but for all students in the state who might desire to profit from it. This work should be expanded to include more research into the teaching of students who need enriched instruction, including research on teaching the disadvantaged in elementary and high schools.

2. Florida A & M University is strong in a number of areas of technology. The Bachelor of Technology Degree is therefore an appropriate one for this institution to offer in a variety of fields. It provides another level in the "ladder" concept of career education, and its programs would provide not only education for the regular students at the institution itself but a resource for junior college and vocational-technical students who clearly show that they have talents for further career training.

3. The possibilities for cooperative programs between Florida A & M University and Florida State University are numerous. Such programs could benefit both institutions. They represent the "single system" concept in a most viable form. They provide no threat to either institution but, rather, constitute a source of increased strength for both.

Independent colleges and universities

Independent colleges and universities across the nation are participating more and more in the education of disadvantaged students and of culturally distinct students. For most of them, however, the enrollment of large numbers of these students will be impossible unless financial resources are available. The discussions held in Chicago in March 1969, at the sessions of the American Association for Higher Education, emphasized the point that it may be unethical for an institution to admit students who need special – and often costly – programs unless the institution has the financial capacity to provide these programs. The role of the independent institution will therefore depend in part on the availability of funds from private, state, and federal sources.

Among the independent institutions in Florida, one is a multi-purpose university, three are traditionally Negro colleges, and the rest are liberal arts colleges which have been predominantly white. The university may establish goals of providing educational opportunity for minority groups at the undergraduate level and at graduate and professional levels. For the smaller institutions, the roles which may be played will be more limited. However, their contributions may be expanded through planned cooperation with other colleges in proximity. For example, Stetson University and Bethune-Cookman College have joined resources to offer a course in contemporary social problems with students and faculty of both campuses sharing in one course.

It is important that the independent colleges participate in providing college experience for Negro students not only as a service to the people of the state but also because their students will develop broader horizons and better understandings of our complex society.

The availability of a residential setting provides a special opportunity for traditionally Negro independent institutions, as well as for Florida A & M University, to furnish a rewarding educational experience for disadvantaged students who are not likely to succeed academically in a commuter setting due to the nature of local and previous environmental influences.

A coordinated approach

All of these institutional factors may be combined into a coordinated and concentrated approach to the task of bringing meaningful educational opportunities within the reach of Florida's disadvantaged students.

Recommendation 33. – The Council recommends that all post-high-school educational resources of the state be incorporated into the task of bringing meaningful educational opportunities within the reach of Florida's disadvantaged students, and that the accomplishment of this task be facilitated by the following considerations:

a) that the community junior colleges and area vocational-technical centers should be the point of emphasis for this approach;

b) that the state universities should actively solicit transfer students from the community junior colleges;

c) that the state universities should develop specialized programs designed to overcome the transfer shock which is common to all transfer students but probably in a greater degree to disadvantaged transfer students;

d) that predominantly black institutions of higher education in Florida, both public and independent, give emphasis in their admissions policies to those students for whom removal from local environments is most essential to successful achievement of educational objectives.

Recommendation 34. – The Council recommends the establishment of an additional compensatory educational program. This new program should be administered by the Florida Student Scholarship and Loan Commission and should provide funds to institutions which develop approved programs of educational services to culturally and educationally disadvantaged students, and financial aid to students participating in approved programs.

Counseling and opportunity

Improvement of opportunity for Negro youth depends very heavily upon improved and increased resources in counseling. The routine type of guidance services provided in school systems and in institutions of higher learning will not suffice to meet the needs of black students. The counseling staff should have thorough understanding of sociological, economic, and cultural factors which are a part of the environment of these students and the ability to communicate with them.

Effective counseling resources are needed from the first grade through graduate and professional school. Career education for the Negro relates closely to aspiration and motivation and an awareness of what opportunities actually exist. Career education is closely related also to career information and aspiration patterns. Personal counseling includes the search for identity in a society where that search is a highly complex process.

The institutions of higher learning may fulfill two important roles:

1. They may provide student personnel staff on their own campuses who are trained and experienced in working with Negro students. It is important that some of these staff members be Negro.

Recommendation 35. – The Council recommends that the Board of Regents, the State Junior College Council, and the State Vocational-Technical Advisory Council exert their policy-making influence toward insuring that each educational activity recognizes the beneficial influence on minority-group students that accompanies representation of the minority group at all staff levels of the educational activity.

2. The predominantly black institutions, both public and independent, should become actively involved in training this type of counselor for the public schools, community agencies, and other institutions. This contribution is one which may be made by many colleges offering teacher-training. Effective programs for this purpose may be developed through joint planning and execution in which traditionally Negro and predominantly white institutions in proximity collaborate.

A specific approach to the need for career counselors has already been taken in Chapter VII (Recommendations 24 and 25).

STUDENT FINANCIAL AID

At a time when major national and state efforts are being directed toward removing the barriers to educational opportunity, the role and function of student financial aid has special implications. Certainly one of the most obvious barriers to educational opportunity is the financial barrier. A comprehensive program of student financial aid is essential to the realization of the goal of providing educational opportunity for those who are willing and able to profit from higher education.

Federal programs

The national commitment to remove the financial barriers to educational opportunity is evidenced by the funding of large federal programs of student financial aid. It has been reported in a national study that in 1966-67, over 70 per cent of the total student financial aid was from federal programs. The total student aid of $2.2 billion in 1966-67, represented 24 per cent of the estimated $9 billion in total student expenses, and the federal programs represented 18 per cent of the total student expenses. During the 1968-69 academic year, undergraduate federal programs in Florida amounted to over $25 million while state programs amounted to approximately $2.5 million. Clearly then, the role of state programs of categorical student financial aid is supplementary to the role of federal programs of general student financial aid. State programs must, therefore, be carefully planned to meet special state needs and to complement rather than compete with federal programs.

Recommendation 36. – The Council recommends that appropriate state authorities investigate the possibilities for state action that would facilitate the granting of federally guaranteed student loans to students of Florida post-high-school educational institutions, including the possibilities and requirements for the establishment of a secondary market for the purchase by other agencies of discounted loan notes from participating banking institutions.

State programs

In the development of existing state financial aid programs (Table 11) it has been recognized that both public and private institutions contribute to the system of higher education for Florida youth. All major state programs provide aid to students attending public and independent institutions. This provides to the student a freedom of choice to select the institution which best meets his individual needs. This also assists the total system of higher education in the state. However, the primary goal of state financial aid is to provide full educational opportunity to Florida youth, and the assistance to the total system of higher education or to a sector of the system through student financial aid is not a basis for program development.

In furtherance of this goal and also in recognition of the acute need for qualified teachers in the vocational and technical fields, the state should consider expanding the number of scholarships available to prospective teachers of vocational and technical education. Previous recommendations have been made relative to the preparation of career counselors with an occupational orientation as well as for the general promotion of occupational education. It is no less important that the supply of teachers in this field be adequate to serve the increasing manpower needs.

Recommendation 37. – The Council recommends the expansion of the General Teaching Scholarship program with particular emphasis on meeting the needs of teachers of vocational and technical education.

A comprehensive study of student financial aid in Florida has recently been completed (February, 1970) for the Florida Student Scholarship and Loan Commission. As the first comprehensive study of student financial aid to be conducted in the state, the results should provide valuable direction in removing the financial barriers to educational opportunity of Florida's youth. Meanwhile, the Council has already spoken to one facet of this need through Recommendation 34, which recommends the establishment of a new compensatory education program to be administered by the Florida Student Scholarship and Loan Commission.

TABLE 11. — Number of recipients of state scholarships and loans and amounts received, 1969-70

Programs	Number of Students	Amount
General Teaching Scholarships	1550	$ 930,000
State Nursing Scholarships	415	176,000
Florida Student Loans	1800	820,000
Regents Scholarships	1400	900,000
Teachers of Exceptional Children Scholarships	200	120,000
Exceptional Child Education Grants	300	37,500
Exceptional Child Summer Fellowships	75	56,250
Children of Deceased Veterans Scholarships	29	11,000
Confederate Memorial Scholarships	25	4,000
Seminole Indian Scholarships	8	4,800
Total	5802	$3,059,550

Source: Florida Student Scholarship and Loan Commission.

CHAPTER X

FINANCING FLORIDA PUBLIC POST–HIGH–SCHOOL EDUCATION

The statistical projections of general revenue for the support of public post-high-school education in Florida, as discussed in Chapter III and elaborated on in Appendix E, are based on one of many possible approaches to the task of forecasting financial needs for the future. All such methods depend, in the first instance, on a projection of full-time-equivalent student enrollments by institutions; by schools, departments, or other institutional divisions; by educational programs; by levels of instruction; or by some combination of these categorizations.

The particular enrollment categories utilized in specific situations depend primarily on reporting requirements which, in turn, are determined largely by budgetary formulas or procedures resulting from statutes, administrative regulations, or common practice. The following enrollment categories and general-revenue categories were used in this report:

1. State University System
   - a) Special-unit (non-enrollment-based) general revenue.
   - b) Enrollment-based general revenue.
     - 1) Lower-division enrollment.
     - 2) Upper-division enrollment.
     - 3) Beginning-graduate enrollment.
     - 4) Advanced-graduate enrollment.

2. Community junior colleges
   - a) Non-occupational students.
   - b) Occupational students.

3. County-based vocational, technical, and adult education programs.
   - a) Post-high-school vocational and technical education.
   - b) Post-high-school adult education.

The projected enrollments and general revenue support by the above categories for 1979-80 indicate a substantial difference in the general revenue support per student for the various categories (Table 12). This projected support-level per FTE student may be seen to vary from a low of $961 for adult education to $8834 for advanced-graduate enrollments at the state universities.

TABLE 12. – Projected fall-term FTE enrollments, general revenue support per FTE student, and total general revenue support for post-high-school education in Florida by educational sector, 1979-80

EDUCATIONAL SECTOR	FTE STUDENTS	$ PER FTE	$ MILLION
State Univ. System	163,721	3124	511.5
Special-unit			(106.8)
Enrollment-based	163,721	2472	(404.7)
Lower division	31,724	1104	((35.0))
Upper division	98,697	2209	((218.0))
Beginning graduate	26,290	3313	((87.1))
Advanced graduate	7,310	8834	((64.6))
Comm. Jr. Colleges	142,190	1254	178.3
Non-occupational	95,267	1076	(102.5)
Occupational	46,923	1614	(75.8)
County-based VTAE	58,567	1129	(42.9)
Vo-tech	33,534	1252	42.0
Adult	25,033	961	(24.1)
Totals	364,478	2074	755.9

Source: Enrollment projections from division of universities, division of community colleges, and division of vocational education of Department of Education; general revenue projections by SCOPE staff from enrollment projections and data from division of planning and budgeting of Department of Administration.

While these enrollment and student-support projections are subject to many qualifications, the figures indicate rather clearly the probable impact of policy constraints and incentives on future revenue needs due to the substantial differences in general revenue support per student for the various educational sectors. A specific program to encourage enrollments in occupational education in the community junior colleges and county-based vocational and technical programs could produce substantially greater enrollments in this category than those projected in Table 12. Constraints on the expansion of graduate enrollments could produce substantially lower enrollments than those projected for this high-cost educational level.

A deliberate policy involving incentives and disincentives for educational programs might well be applied as a reflection of state and national manpower needs. A possible result of such a policy is illustrated by the adjusted projections of enrollments and general revenue in Table 13. The following assumptions have been made:

TABLE 13. – Adjusted projected fall-term FTE enrollments, general revenue support per FTE student, and total general revenue support for post-high-school education in Florida by educational sector, 1979-80

EDUCATIONAL SECTOR	FTE STUDENTS	$ PER FTE	$ MILLION
State Univ. System	143,882	2940	423.0
Special-unit			(106.8)
Enrollment-based	143.882	2198	(316.2)
Lower division	31,724	1104	((35.0))
Upper division	98,697	2209	((218.0))
Beginning graduate	10,099	3313	((33.5))
Advanced graduate	3,362	8834	((29.7))
Comm. Jr. Colleges	158,676	1251	198.5
Non-occupational	107,061	1076	(115.2)
Occupational	51,615	1614	(83.3)
County-based VTAE	61,920	1135	70.3
Vo-tech	36,887	1252	(46.2)
Adult	25,033	961	(24.1)
Totals	364,478	1898	691.8

Source: SCOPE staff from data of Table 12 and assumptions as discussed in text.

1. that occupational enrollments will increase an additional ten per cent as a result of policy incentives;

2. that beginning-graduate enrollments will be limited to a twenty-six per cent increase for the decade (one-half of the percentage increase in upper-division enrollment);

3. that advanced-graduate enrollments will be limited to a thirteen per cent increase for the decade (one-fourth of the percentage increase in upper-division enrollments);

4. that non-occupational enrollments in the community junior colleges will increase by an amount sufficient to maintain the same projected total for all post-high-school enrollments.

The purpose of such an adjustment of enrollment and general revenue projections is to illustrate the effects on estimates of general revenue due to changes in student mix. In this example, 19,839 FTE students at the graduate level have been replaced by an equal number of students at the junior-college and county-program levels – at a total reduction in general revenue support of 8.5 per cent ($64.1 million) of general revenue support for Florida public post-high-school education in 1979-80. This amount is equivalent to approximately $3,231 per student.

Viewed another way, a reduction in the number of graduate students would permit the same amount of general revenue support to provide for a much larger number of students in the community junior colleges or in county-based programs. For each advanced-graduate student, either 8.2 general academic or 5.5 occupational students may be supported in the community junior colleges.

It is the position of the Council that program incentives and disincentives should be incorporated into the budgetary process in order to bring about a responsiveness in the educational system to policy judgments based on the needs of the state and nation and a concern for all of Florida's citizens.

APPENDIX A

STATUTORY AUTHORITY FOR COUNCIL

Senate Bill 1488, 1969 Regular Session
(Laws of Florida, 69-263)

AN ACT establishing a select council on post-high-school education; providing for the membership of the council; providing for the duties and responsibilities of said council; providing an effective date.

Whereas, Florida continues to be a rapidly growing state; and

Whereas, the welfare and continued growth of the state is dependent upon increased opportunities for education beyond the high school; and

Whereas, long range plans developed in the 1950's for the university system and the junior colleges are, or soon will be, fully implemented; and

Whereas, the privately supported institutions of higher education play a significant role in meeting the educational needs of a growing state; and

Whereas, area vocational-technical schools have been established in some parts of the state to provide for certain educational needs beyond high school; and

Whereas, substantial expansion of all segments of higher education is essential; and

Whereas, coordination and efficient utilization of all education resources is necessary if the state is to meet the expanding needs for higher education; and

Whereas, the state of Florida does not now have a long range plan for the coordination and development of the varied educational opportunities beyond high school; NOW THEREFORE,

Be It Enacted by the Legislature of the State of Florida:

Section 1. There is hereby created a select council on post-high-school education.

Section 2. Membership of this council shall be as follows: The commissioner of education; two (2) members of the board of regents appointed by the chairman; two (2) members of the state junior college board appointed by the chairman; two (2) members of the house of representatives appointed by the speaker; two (2) members of the senate appointed by the president; two (2) members from the state board advisory council for vocational and technical education appointed by the commissioner of education; four (4) citizens at large appointed by the governor, provided that two (2) of these shall be members of the governing board, or administrators of a Florida private institution of higher education.

Section 3. The council shall meet as soon as practical after the effective date of this act, upon call of the commissioner of education to organize and to select a chairman. The council shall be authorized to set up an office, to employ such staff, to hire consultants, and to utilize such services as are needed to carry out the purposes of this act. It shall be the duty of the council to prepare and submit to the legislature and to the state board of education at least thirty (30) days prior to the convening of the 1970 session of the legislature, its report and recommendations for coordination and furtherance of all types of education beyond high school.

Section 4. It is intended that the following elements shall be considered within the purview of the responsibilities of this council:

(1) A plan should be developed which is comprehensive in scope and which will provide long range guidance for the needs of the state for education beyond high school.

(2) The plan should take into account such matters as: present and anticipated enrollments in all public and private institutions serving students beyond the high schools: structure, function and coordination of the various elements of education beyond high school; consideration of duplication of efforts and facilities; consideration of the role of research in higher education; review of management and fiscal policies and procedures; selection and retention of students in the various types of institutions; recruitment and retention of quality faculty in all institutions; institutional capacities and area needs; the needs for adult and continuing education; financing and support of this level of education; and such related items as will be needed to develop a comprehensive plan for education beyond high school.

(3) The plan should consist, in part, of the following:

(a) The overall long range goals and objectives of the state in meeting the needs for education beyond high school.

(b) The shorter term specific objectives and plans consistent with the long range goals and objectives of the state.

(c) Identification of alternative methods of accomplishing the short and long range goals and objectives. The alternatives should be set forth in terms of both academic priorities and projected financial costs.

Section 5. The members of the council shall receive no compensation for their services and shall be paid only for their necessary travel and subsistence in accordance with the provisions of Section 112.061, Florida Statutes.

Section 6. The council is hereby authorized to accept and receive grants, gifts, bequeaths and donations.

Activities of the council shall be supported by such grants, gifts, bequeaths and donations and as may be otherwise provided by law.

Section 7. This act shall be effective upon becoming a law.

Enactment

The bill became a law on July 2, 1969.

APPENDIX B

PUBLIC POST-HIGH-SCHOOL EDUCATIONAL INSTITUTIONS IN FLORIDA

State Universities

Florida Agricultural and Mechanical University
Tallahassee, Leon County

Florida Atlantic University[a]
Boca Raton, Palm Beach County

Florida International University[b]
Miami, Dade County

Florida State University
Tallahassee, Leon County

Florida Technological University
Orlando, Orange County

University of Florida
Gainesville, Alachua County

University of North Florida[b]
Jacksonville, Duval County

University of South Florida
Tampa, Hillsborough County

University of West Florida[a]
Pensacola, Escambia County

Community Junior Colleges

Brevard Junior College[c]
Cocoa, Brevard County

Broward Junior College
Ft. Lauderdale, Broward County

Central Florida Junior College[c]
Ocala, Marion County

Chipola Junior College[c]
Marianna, Jackson County

Daytona Beach Junior College[c]
Daytona Beach, Volusia County

[a] Existing upper-division university.

[b] Newly authorized upper-division university.

[c] Includes area vocational school as college division.

Edison Junior College
Fort Myers, Lee County

Florida Junior College at Jacksonville[c]
Jacksonville, Duval County

Florida Keys Junior College[c]
Key West, Monroe County

Gulf Coast Junior College
Panama City, Bay County

Hernando-Pasco Junior College
To open in 1971, either Hernando or Pasco County

Hillsborough Junior College
Tampa, Hillsborough County

Indian River Junior College[c]
Fort Pierce, St. Lucie County

Lake City Junior College and Forest Ranger School[c]
Lake City, Columbia County

Lake-Sumter Junior College
Leesburg, Lake County

Manatee Junior College
Bradenton, Manatee County

Miami-Dade Junior College
Miami, Dade County

North Florida Junior College[c]
Madison, Madison County

Okaloosa-Walton Junior College[c]
Niceville, Okaloosa County

Palm Beach Junior College
Lake Worth, Palm Beach County

Pensacola Junior College
Pensacola, Escambia County

Polk Junior College
Winter Haven, Polk County

St. John's River Junior College
Palatka, Putnam County

St. Petersburg Junior College
St. Petersburg, Pinellas County

Santa Fe Junior College[c]
Gainesville, Alachua County

Seminole Junior College
Sanford, Seminole County

South Florida Junior College[c]
Avon Park, Highlands County

Tallahassee Junior College
Tallahassee, Leon County

Valencia Junior College
Orlando, Orange County

[c] Includes area vocational school as college division.

Area Vocational-Technical Centers

Bradford-Union Vocational-Technical Center
Starke, Bradford County

Collier County Area Vocational-Technical Center[d]
Naples, Collier County

George Stone Vocational-Technical Center
Pensacola, Escambia County

Lake County Vocational-Technical Center
Eustis, Lake County

Lee County Vocational-Technical Center
Fort Myers, Lee County

Lewis M. Lively Area Vocational-Technical Center
Tallahassee, Leon County

Lindsey-Hopkins Education Center
Miami, Dade County

Manatee County Vocational-Technical Center
Bradenton, Manatee County

Mid-Florida Technical Institute
Orlando, Orange County

North Technical Education Center
Riviera Beach, Palm Beach County

Pasco County Vocational-Technical Center[d]
Dade City, Pasco County

Pinellas County Technical Education Center
Clearwater, Pinellas County

Polk County Vocational-Technical Center
Bartow, Polk County

St. Augustine Technical Center[d]
St. Augustine, St. Johns County

Sarasota County Vocational-Technical Center
Sarasota, Sarasota County

Seminole County Vocational-Technical Center
Sanford, Seminole County

Sheridan Vocational Center
Hollywood, Broward County

Suwannee-Hamilton Vocational-Technical Center
Live Oak, Suwannee County

Tampa Bay Area Vocational-Technical Center
Tampa, Hillsborough County

Taylor County Area Vocational-Technical Center
Perry, Taylor County

Thomas P. Haney Area Vocational-Technical Center
Panama City, Bay County

Washington-Holmes Vocational-Technical Center
Chipley, Washington County

Withlacoochee Area Vocational-Technical Center
Inverness, Citrus County

[d]Designated center in temporary facilities.

APPENDIX C

FLORIDA'S INDEPENDENT INSTITUTIONS MAINTAINING STATUS WITH SOUTHERN ASSOCIATION OF COLLEGES AND SCHOOLS

Accredited Four-Year Bachelor Degree-Granting Institutions

Barry College*, Miami Shores, Dade County
Bethune-Cookman College*, Daytona Beach, Volusia County
Biscayne College*, Miami, Dade County
Embry-Riddle Aeronautical Institute*, Daytona Beach, Volusia County
Florida Institute of Technology*, Melbourne, Brevard County
Florida Memorial College*, Miami, Dade County
Florida Presbyterian College*, St. Petersburg, Pinellas County
Florida Southern College*, Lakeland, Polk County
Jacksonville University*, Jacksonville, Duval County
New College, Sarasota, Sarasota County
Rollins College*, Winter Park, Orange County
Saint Leo College*, Saint Leo, Pasco County
Seminary of St. Vincent de Paul, Boynton, Beach, Palm Beach County
Stetson University*, DeLand, Volusia County
University of Miami*, Coral Gables, Dade County
University of Tampa*, Tampa, Hillsborough County

*Member of Independent Colleges and Universities of Florida, Inc. (ICUF).

Accredited Two-Year Institutions

College of Orlando, Orlando, Orange County
Florida College, Tampa, Hillsborough County
Marymount College, Boca Raton, Palm Beach County

Candidate for Accreditation

Nova University, Fort Lauderdale, Broward County

Correspondents

Palm Beach Atlantic College (four-year), West Palm Beach, Palm Beach County
St. John Vianney Seminary (two-year), Miami, Dade County
St. Joseph College (two-year), Jensen Beach, Martin County
Webber College (two-year), Babson Park, Polk County

APPENDIX D

PROJECTION OF FLORIDA PUBLIC SCHOOL ENROLLMENTS AND GRADUATES

Measurements of Public School Enrollments for Grades 1 through 12

Student records for the elementary and secondary grades 1 through 12 provide four different measures of the student population:

1. Enrollment
2. Average daily membership
3. Membership at the close of the first month of the school year
4. Average daily attendance

Enrollment figures count each student once, regardless of attendance or dropout. These figures produce some inflation of the true population by counting transfer students in all county school districts in which the students were enrolled during the school year. Enrollment figures are not available until after the close of the school year. They are the largest of the four measures being discussed. They are viewed as the most accurate but least directly applicable of the various measures.

Average daily membership for the school year is usually a good measure of the true student population, but these figures are not available until after the close of the school year.

Membership at the close of the first month of the school year is usually a good indication of the average daily membership for the school year and has the advantage of being available much earlier – usually in October of each year.

Average daily attendance figures are the smallest of the four measures and are the basis for present funding.

Projection Methodology

Grade 1-12 enrollments

Projections of grades 1-12 enrollments are usually made by the "cohort survival" method. Live births for the calendar year – six years prior to the beginning of the school year being projected – are used to project first grade enrollment. The projection factor is taken from the most recent year for which actual first grade enrollment – and the corresponding births for the sixth prior year – are available. For Florida public school education, this birth to first-grade conversion factor was 1.2230 for 1968-69, indicating a combination of in-migration and first-grade hold-over that resulted in 22.30 per cent more students in first grade than had been born in the sixth prior year. During the six school years 1963-64 through 1968-69, this factor varied from a low of 1.2184 to a high of 1.3035.

Projections for grades 2-12 are based on the enrollment for the next lower grade for the previous school year. The projection factor is taken as the average of the factors for the latest five years for which actual figures are available.

Projections to 1974-75 of grade 1 enrollments may therefore be derived from actual enrollment figures for 1968-69 and the number of live births for 1962 through 1968. From these same figures, and the actual figures for prior years, grade 2 enrollments may be projected to 1975-76, . . , and grade 12 enrollments to 1985-86. However, to project grade 1 enrollments to 1979-80 requires a projection of live births through 1973. Such projections are not available.

It may be noted that although a projection of total grade 1-12 enrollment to 1979-80 requires a projection of births through 1973, this projection of births only affects the projection of enrollments in 1979-80 for grades 1-5. Projections for grades 6-12 in 1979-80 depend only upon actual births to 1968.

High school graduates

The most reliable method for projecting public high school graduates in Florida has been found to be by the application of a projection factor to grade 12 enrollment. This projection factor is taken as the factor for the last year for which actual figures are available. For Florida public high schools, the graduate-to-grade-12 enrollment factor declined steadily from .887 in 1964-65 to .878 in 1968-69. No further decline is anticipated, although such further decline is a distinct possibility.

Qualifications and Assumptions

In-migration and out-migration influences are included in the actual figures for births and enrollments, but the projection method does not provide for future changes in these patterns. Unexpected deviations from the established migration patterns can seriously jeopardize the accuracy of the projections.

Private school enrollments may seriously affect public school enrollment projections even for the coming year, and may drastically alter the quantitative characteristics of Florida public school enrollments over the next decade.

Live births may be projected on the basis of some assumptions, but neither the State Board of Health nor the Bureau of Research of the Division of Elementary and Secondary Education of the Department of Education has made such a projection.

Resident live births per 1000 population in Florida "peaked out" in 1956 for both white and black populations, with a preliminary peak in 1947 for the white population. Total births in Florida peaked out in 1961. The annual decline in total births, following 1961, continued through 1967. For the first time in seven years, 1968 brought an increase in births.

The assumption has been made herein that the percentage annual increase in births between 1967 and 1968 will continue through 1974. This assumption is consistent with trends and assumptions in other states. The assumption is also supported by preliminary figures for 1969.

Projection Results

Total Florida public school enrollments for grades 1-12

1949-50	491,205	actual, *Biennial Reports*
1959-60	1,016,842	actual, *Biennial Reports*
1968-69	1,454,791	actual, *Biennial Reports*
1969-70	1,486,349	projected, BOR, DOE
1970-71	1,510,799	projected, BOR, DOE
1971-72	1,520,951	projected, BOR, DOE
1972-73	1,522,770	projected per BOR, DOE
1973-74	1,517,561	projected, BOR, DOE
1974-75	1,510,975	last projection, BOR, DOE
1975-76	1,502,050	projected, SCOPE
1976-77	1,495,029	projected, SCOPE
1977-78	1,487,181	projected, SCOPE
1978-79	1,480,106	projected, SCOPE
1979-80	1,474,046	projected, SCOPE

The projection of total Florida grade 1-12 public school enrollment of 1,474,046 for 1979-80 follows a consistent annual decline in such projected enrollments from the projected peak of 1,522,770 in 1972-73, in spite of the assumed annual increase in births from 1968 through 1973. This 1979-80 figure represents a decrease in enrollment for the decade, 1969-70 to 1979-80, of 12,303.

Public high school graduates

1949-50	16,485	actual, *Biennial Reports*
1959-60	37,296	*actual, Biennial Reports*
1968-69	67,825	actual, *Biennial Reports*
1969-70	72,002	Projected, BOR, DOE
1970-72	75,943	projected, BOR, DOE
1971-72	79,002	projected, BOR, DOE
1972-73	81,299	projected, BOR, DOE
1973-74	83,964	projected, BOR, DOE
1974-75	87,704	projected, BOR, DOE
1975-76	87,537	projected, SCOPE
1976-77	89,532	projected, SCOPE
1977-78	90,944	projected, SCOPE
1978-79	92,570	projected, SCOPE
1979-80	90,767	projected, SCOPE

APPENDIX E

PROJECTIONS OF GENERAL REVENUE SUPPORT FOR FLORIDA PUBLIC POST-HIGH-SCHOOL EDUCATION

The statistical projections of general revenue support for Florida public post-high-school education, as presented in Chapter III, were prepared for the limited purpose of providing an extension of the *status quo.* As such, they are not to be interpreted as estimates of general revenue needs but rather as a view of what these needs would be if present trends continued and if enrollments were allowed to develop as projected by each educational sector without the application of policy constraints and incentives.

State university system

For the state university system, the general revenue appropriated for 1969-70 was divided into two parts: (1) an institutional or enrollment-based portion, and (2) a special-unit portion covering those non-enrollment-based appropriations for separately-budgeted special units such as the Institute of Food and Agricultural Sciences and the Miller Health Center at the University of Florida and the Office of the Chancellor.

The institutional or enrollment-based general revenue for 1969-70 was then divided by the total FTE students, excluding any enrollment associated with the special units, to obtain a figure of $1521 representing enrollment-based general revenue per FTE student.

The $1521, representing enrollment-based general revenue per FTE student, was projected to increase at a four per cent annual compounded rate. The resulting projection of $2251, representing enrollment-based general revenue per FTE student for 1979-80, did not take into account possible changes in student mix among the levels of institution – lower-division, upper-division, beginning-graduate, and advanced-graduate.

An analysis of state university system enrollment projections by level of instruction led to the conclusion that in 1979-80 the relative enrollment-based general revenue per FTE student would be 9.8 per cent higher than for 1969-70 due to the relatively larger increase in enrollments for the upper-division and graduate levels. This 9.8 per cent increase per student for the decade was based upon relative financial support factors of 1, 2, 3, and 8 for lower-division, upper-division, beginning-graduate, and advanced-graduate levels, respectively. These relative financial support factors were derived from an analysis of general revenue support by instructional level.

The application of the 9.8 per cent increase to the $2251 per student yielded $2472. Multiplication of this figure by the projected enrollment of 163,121 FTE students for 1979-80 yielded $404.7 million as the total projected institutional or enrollment-based general revenue. A projection of $106.8 million for special-unit general revenue was obtained from the Board of Regents. The sum, $511.5 million, represented the total projected general revenue for the state university system in 1979-80.

Community junior colleges

For the community junior colleges, the total general revenue appropriated for 1969-70 was divided by the total number of FTE students to obtain $812 as the general revenue per FTE student.

The general revenue per FTE student was projected to increase at a 4 per cent annual compounded rate. The result was a figure of $1200 representing projected general revenue per FTE student in 1979-80 based on the assumption of no change in student mix between occupational and non-occupational programs.

An analysis of projected enrollments in occupational and non-occupational programs was used to develop a relative support factor which indicated a 4.5 per cent increase in general revenue per student for the decade due to an increase in the proportion of students in occupational programs. This relative financial support factor was based upon relative support factors of 1 and 1.5 for non-occupational and occupational enrollments, respectively. The application of this 4.5 per cent increase due to program mix to the $1200 per student yielded $1254 as the projected general revenue per FTE student for 1979-80. The multiplication of this figure by the projected enrollment of 142,190 FTE students yielded the total of $178.3 million as the projected general revenue for 1979-80.

County-based vocational, technical, and adult education programs

For the county-based vocational, technical, and adult education programs, the total general revenue appropriated for 1969-70 was divided by the total FTE students to obtain a figure of $765 representing the general revenue per FTE student.

The general revenue per FTE student was projected to increase at a 4 per cent annual compounded rate, yielding $1129 for 1979-80. This general revenue per FTE student was then multiplied by the total projected FTE enrollment of 58,567 to obtain the total of $66.1 million as the projected general revenue for 1979-80.

APPENDIX F

SPACE UTILIZATION STANDARDS

The Legislative Interim Committee on Higher Education in October of 1968 developed a complete set of space utilization standards for the state universities, the community junior colleges, and the area vocational-technical centers. Such standards were found by the Committee to be necessary for any meaningful review of capital outlay requests from the post-high-school educational sectors.

The standards developed by the Committee were subjected to further analysis and modification by the Department of Education in November of 1969. Staff members from the Division of Planning and Budgeting of the Department of Administration contributed continuously to the discussions and considerations leading to the development and modification of these standards.

These suggested space utilization standards are necessary for calculations of capital outlay needs using a method sometimes called "the formula system" that was first used by the Board of Regents in their capital outlay request for the 1967-69 biennium. The Interim Committee on Higher Education decided to retain this system and to attempt to evaluate the requests of the other two sectors on a comparable basis.

The formula system makes use of four main types of information:

1. enrollment projections for six years hence for each institution;
2. a set of use and size standards for each type of space;
3. the existing inventory of each type of space at each institution;
4. the cost of construction for each type of space.

The use standards are applied to the projected enrollment to determine the total need for each type of space in each institution. The inventory for each type of space is subtracted from the total space need to arrive at the amount of space by type that needs to be constructed. The cost information is then used to express construction needs in monetary terms.

A lump sum appropriation to each of the three educational sectors, rather than an appropriation in a more detailed and restrictive manner, was considered vital for six-year planning. The six-year plan and lump sum appropriations are integral parts of the following general three-step program to maximize the efficient and rational use of the state's resources:

1. The legislature establishes policy and expresses intent. The intent expressed is very detailed in the areas of enrollment projections and use and size standards.

2. The second step is the actual administration of these funds. The Board of Regents and the Department of Education should have the authority to allocate appropriated funds to meet the need seen by the legislature and to adjust to unforeseen cost or enrollment changes to best meet this legislative intent.

3. The formula system allows for a detailed and meaningful annual review by the legislature.

The suggested utilization standards for each of the three educational sectors are detailed in the following sections. The abbreviation NASF represents *net assignable square feet.*

1. Scheduled space.

	Student Station Size (NASF)	Periods of Use per Week	Per cent Occupancy
Classrooms	15	36	60%
Teaching Labs	57	24	80%
Teaching Gyms*	100	10	100%

*NOTE: Only 50 per cent of the amount calculated for teaching gyms is funded.

2. Non-scheduled space.

a) Libraries.

	Student Station Size (NASF)	Per cent Seated at One Time
Reading Rooms	25	15%*
Carrels	20	25%*

*NOTE: Reading rooms are based on undergraduate students only. For carrels, the 25% applies to beginning-graduate students, advanced-graduate science students, and non-science faculty; 5% is used for science faculty, and 50% is used for advanced-graduate non-science students.

b) Spaces based on an allotment per relevant measure.

	NASF Allotment	Allotment Basis
Offices	145	Staff or faculty FTE positions requiring office.
Auditoriums (including museums and theaters)	3	FTE student.
Library Service Area	145	FTE technical staff position.
Library Stack Space		
1-150,000 volumes	0.1	Volume.
150,001-300,000	0.09	Volume.
300,001-600,000	0.08	Volume.
600,001-up	0.07	Volume.
Research Space*		
BG-LS&E	90	FTE student and faculty as noted.*
BG-P&BS	75	"
BG-SS	3	"
AG-LS&E	450	"
AG-P&BS	375	"
AG-SS	75	"

*NOTE: Only 50% of research space is funded. Allotment is based on the number of FTE students and the

FTE faculty positions computed from the number of students in each category. Abbreviations refer to:

BG	Beginning-Graduate Student
AG	Advanced-Graduate Student
LS&E	Life Sciences & Engineering
P&BS	Physical & Behavioral Sciences
SS	Social Sciences and Other.

c) Spaces based on a percentage of other spaces.

Learning Resources Space	5% of NASF in general purpose classrooms and teaching laboratories.
Physical Plant Service Space	3.5% of NASF in all other academic space.

d) Costs based on a percentage of other costs.

Utilities	10% of cost of all space discussed above.
Site Development	2% of cost of all space discussed above.
Renovation	Lump sum based on historical comparisons.
Cost of Construction Increases	5% of cost of all academic space, physical plant service space, utilities, and site development, compounded for three years.

Community Junior Colleges

1. Scheduled space.

	Student Station Size (NASF)	Periods of Use per Week	Per cent Occupancy
Classrooms			
under 1,000	15	36	40%
1,001-2,000	15	36	55%
over 2,000	15	36	70%
Teaching Labs			
under 1,000	55	18	80%
1,001-2,000	55	21	80%
over 2,000	55	24	80%
Teaching Gyms*	100	10	100%

*NOTE: For institutional sizes up to 2,000 students, only 50 per cent of one-third of the calculated space is funded. For institutional sizes over 2,000 students, only 50 per cent of one-fourth of the calculated space is funded.

2. Non-scheduled space.

a) Library Reading Rooms.

	Student Station Size (NASF)	Percent seated at One Time
Transported Students	25	30%
Non-Transported Students	25	15%
Faculty (derived)	25	5%

b) Spaces based on an allotment per relevant measure.

	NASF Allotment	Allotment Basis
Offices	130	Faculty and staff FTE positions requiring office.*
Auditoriums (including museums and theaters)	3	FTE student.
Library Stack Space	0.1	Volume. **
Vo – Tech Labs		Calculated on same basis as for area vo-tech centers.

*NOTE: For institutional size up to 1,000; 1:19 FTE Teaching Faculty, 1:50 FTE Administration, Clerical, and Other. For institutional size above 1,000; 1:24 FTE Teaching Faculty, 1:75 FTE Administration, and 1:100 FTE Clerical and Other.

**NOTE: 20,000 volumes for up to 1,000 FTE; 10 volumes per FTE over 1,000 FTE.

c) Spaces based on a percentage of other spaces

Library Service Area	20% of NASF in reading rooms and stacks.
Learning Resources Space	8% of NASF on general purpose classrooms, auditoriums, and teaching labs.
Physical Plant Service Space	3.5% of NASF in all academic space.

d) Costs based on a percentage of other costs.

Utilities	10% of cost of all space discussed above.
Site Development	2% of cost of all space discussed above.
Cost of Construction Increases	5% of cost of all academic space, physical plant service, space, utilities, and site development, compounded over three years.

Area Vocational-Technical Centers

1. Scheduled space.

	NASF per Student Station
Classrooms	15
Teaching Laboratories	40
Large Shops	138
Medium Shops	93
Small Shops	56

2. Non-scheduled space.

a) Spaces based on an allotment per relevant measure.

	NASF Allotment	Allotment Basis
Offices	130	Per required office space.
Library rooms	25	Per station.*
Library Stacks	1	Per every 10 volumes. **
Student Service Area	5	Per FTE student up to 1000 students.
	3	Per FTE student over 1000 students.
Student Health Services	300	For first 150 FTE.
	0.2	For each FTE over 150.

*NOTE: Student stations for reading rooms are based on 10% of Adult General Education FTE students, 5% of Vocational-Technical FTE students, and 5% of FTE faculty.

**NOTE: The standards are 10 volumes per FTE student and 10 volumes per sq. ft. of stack space. Therefore, each FTE adult general education student generates 1 sq. ft. of stack space. The FTE Vocational-Technical student also generates 10 volumes, but since it is expected that 50% of these books will be in shops and labs, only .5 sq. ft. of stack space is generated per FTE Vocational-Technical student. Also .5 sq. ft. of stack space is generated for each FTE faculty member.

b) Spaces based on a percentage of other spaces.

Library Service Area	20% of space in reading rooms and stacks.
Learning Resources Area	6% of NASF in classrooms, laboratories, and shops for first 30,000 NASF; 4% for next 50,000 NASF; 2% for all over 50,000.
Physical Plant Service	8.5% of all other NASF in the center.

c) Costs based on a percentage of other costs.

Utilities	10% of cost of all space discussed above.
Site Development	2% of cost of all space discussed above.
Cost of Construction Increases	5% of cost of all academic space, physical plant service space, utilities, and site development, compounded over three years.

APPENDIX G

STATEMENT BY COMMISSIONER OF EDUCATION

Honorable D. Robert Graham, Chairman
Select Council on Post-High-School Education
505 Tallahassee Bank Building
Tallahassee, Florida

Dear Chairman Graham:

I want to commend the Editorial Committee and especially the Council's staff, Mr. Robert Halstead and Dr. James A. Carter, for the narrative document and the very fine recommendations. I want also to express appreciation to Dr. Doak S. Campbell for his contributions as general consultant to the Council since its inception, and to Dr. James I. Doi as a special consultant to the Editorial Committee.

I have had access to or have participated in nearly all of the studies on higher education that have been made in Florida since Farris Bryant was Governor, and I believe this study is the most forward-looking one that has ever been made by this state.

I am certainly proud to lend my name in support of all of the recommendations with the exception of one to which I feel compelled to register my opposition. I am referring to Recommendation 4 which states:

> The Council recommends that a state community college board composed of nine citizens, selected in the same manner as the Board of Regents, be established as the director of the division of community colleges of the Department of Education, with the duties and functions of a policy and coordinating board.

As I indicated to you in my memorandum of February 9, 1970, the Legislature in the 1969 State Government Reorganization Act abolished the former State Junior College Board and established the present State Junior College Council which serves in an advisory capacity to the Division of Community Colleges. The same advisory council relationship was established between the Florida Public School Council and the Division of Elementary and Secondary Education, and between the State Advisory Council on Vocational and Technical Education and the Division of Vocational Education.

If a policy board for the community junior colleges were established, the question could be raised as to whether it would be just as logical to establish policy boards also for elementary and secondary education and for vocational education – a position which I am confident the Council does not support.

I feel that the Division of Community Colleges is functioning extremely well in its present status and see no reason for making a change. I feel that the best recommendation would be for a continuation of the State Junior College Council in its present status rather than for it to function as a board similar to the Board of Regents.

With this one exception, I fully support the Council's adoption of the remaining thirty-six recommendations.

Sincerely,

Floyd T. Christian
Commissioner of Education

APPENDIX H

STATEMENT BY CHAIRMAN OF BOARD OF REGENTS

Honorable D. Robert Graham, Chairman
Select Council on Post-High-School Education
505 Tallahassee Bank Building
Tallahassee, Florida

Dear Chairman Graham:

The combined effect of Recommendations 6 and 7 of the SCOPE Report continues the operations of the Florida Board of Regents for the State University System in a divisional role within the Department of Education. Retaining the University System as a division of the Department of Education will have an adverse effect in terms of decreased managerial accountability and effectiveness.

The concept of the University System has grown over the years from a loose confederation of institutions to an integrated network of university education spanning the entire State. A key to the maintenance of this network is the competence of those who lead it and the confidence of the State and the people of the university community in that leadership. Confidence in leadership is not encouraged when it is evident that qualified, carefully selected leaders do not have authority to act.

The Board of Regents in its mission as the governing board for the State universities represents the effective level of planning and management for the system. That is, the common objectives, goals, and management concerns for the universities can reside logically in a structure of planning, coordination, and management that embraces the Statewide network of institutions. Until the advent of Governmental Reorganization, State government had recognized, on a progressive basis, the need for a coordinated University System and expressed that recognition through the granting of increased managerial flexibility to the Board of Regents.

On the surface, the most significant objectives of the Governmental Reorganization Act of 1969 are to promote and increase managerial responsibility and accountability for State programs and to bring a more rational functional order to governmental operations. Assuming the stated objectives are valid, sound management principles should be visible in and consistent with the provisions of Governmental Reorganization. Rather than increase the accountability for university operations within the Board of Regents, the results of Reorganization have been to dilute authority by adding another layer of administrative hierarchy and thus, diminish the degree of accountability for university leadership.

It is acknowledged that the centralization brought about by Governmental Reorganization was not the sole hindrance to sound management. Situations existed before reorganization in the areas of budget, finance, personnel, purchasing, and electronic data processing which prohibited on the spot management decisions. However, Governmental Reorganization further aggravated these conditions rather than promoted the principle of sound management intended by the Legislature.

Listed below are the Statewide regulatory bodies which are presently involved in making managerial and planning decisions affecting the universities. Those items in italics are agencies through which the university system was obliged to operate prior to the enactment of reorganization; those not in italics are a direct result of reorganization:

1. Department of Administration
   - A. Division of Planning and Budgeting
     1. *Bureau of the Budget*
     2. *Bureau of Planning*
   - B. *Division of Personnel and Retirement*

2. State Board of Education and Cabinet Staff

3. Department of Education
   - A. Commissioner's Office
   - B. Associate Commissioner for Program Planning and Development
   - C. Associate Commissioner for Budget Planning and Development
   - D. Associate Commissioner for Administrative Services
   - E. State Planning Council on Post-High-School Education (proposed)

4. Department of General Services
   - A. Division of Building, Construction, and Maintenance
   - B. Division of Bond Finance
   - C. *Division of Purchasing*
   - D. *Electronic Data Processing Divisions*

5. *Auditor General*

None of the units mentioned above have operating responsibility for a State program except the involvement of General Services in Capitol Center and there is no denying the desirability of coordinating the policy making effort that will affect all Departments of State Government including the Division of Universities. However, once the policy has been established, detailed administration within those established policies should be the final responsibility of the individuals at the Board of Regents and institutional levels.

The result of Reorganization has been to remove many decisions from those officers of the University System who are ostensibly responsible for its administration. Stated differently, the man who is in operational command of a program is denied that flexibility of judgment which is required if he is, in fact, to be held accountable for his actions. The premise stated above is supported by statements in the SCOPE Report as follows:

> The tremendous growth over recent years in Florida's State University System has made necessary a corresponding growth in staff and in efforts at coordination and planning by the Office of the Chancellor. In all such activities there is the danger that subordinate managerial competencies will be submerged in the central agency activities. The Board of Regents, the Office of the Chancellor, and the division of universities of the Department of Education need a degree of autonomy for the conduct of affairs for which they are responsible. The State Board of Education and the staff of the Commissioner of Education must necessarily be most concerned with broader questions of more general applicability to more than one division of the Department. However, in the same manner that the division of universities performs most effectively with a degree of operational freedom from the State Board and the Commissioner's staff, so the individual state universities may perform more effectively with a similar degree of operational freedom within the division of universities. The contrast in levels of institutional autonomy between the state universities and the community junior colleges is a matter of some concern to the Council.

Unfortunately, SCOPE Recommendation 6 does not correlate completely with the philosophy expressed in the quotation. The Recommendation falls short of the philosophy in that it does not reserve for the Board of Regents the stated necessary freedom of action within policy guidelines in the Department of Education. The staff of the Department of Education has involved itself in the administration of the University System. The nature of the involvement has been in minutely detailed actions as opposed to the broad policy questions which should be their concern. Chairman Pettigrew, of the House Governmental Reorganization Committee, reinforced in a recent meeting the fact that it was not the Legislature's intent to remove from the jurisdiction of the Board of Regents, authority for managing the University System. On the contrary, it was the intent of the Legislature to promote coordination in planning, so that order would rule in the growth of State programs.

If the present framework of Reorganization is continued, the result will most certainly be a reduction in the level of managerial competence now being applied to the University System. It is doubtful that the Legislature intended such result. While specifics in the matter of layering of administrative hierarchy could be cited, in this report they would only serve to detract from the general discussion of the basic philosophy of good management.

Therefore, it is the recommendation of this Minority Report that (1) SCOPE recommendation number 6 be expanded to fully reflect the philosophy expressed in the discussion immediately preceding that recommendation, i.e., "that the Board of Regents, the Office of the Chancellor, and the Division of Universities of the Department of Education need a degree of autonomy for the conduct of affairs for which they are responsible" and (2) that recommendation 7 provide for the establishment of a Department of Universities, with the State Board of Education serving as Department Head, with the Board of Regents responsible only to the State Board of Education and that the staff of the Board of Regents act as the staff for the State Board of Education and the Commissioner of Education in those matters concerning the Department of Universities.

Sincerely,

D. Burke Kibler, III
Chairman, Board of Regents

Charles E. Perry
President, Florida International University

FLORIDA POST-HIGH-SCHOOL EDUCATION

A COMPREHENSIVE PLAN FOR THE 70's

MARCH 1970